UNITED NATIONS

DP

Governing Council of the United Nations Development Programme

Distr.
GENERAL

DP/1993/73
7 July 1993

ORIGINAL: ENGLISH

Fortieth session
1-18 June 1993, New York

REPORT OF THE STANDING COMMITTEE FOR PROGRAMME MATTERS ON ITS IN-SESSIONAL MEETING HELD DURING THE FORTIETH SESSION OF THE GOVERNING COUNCIL, 1-18 JUNE 1993

Rapporteur: Mr. Thomas STELZER (Austria)

CONTENTS

		Paragraphs	Page
I.	OPENING OF THE MEETING, ELECTION OF THE RAPPORTEUR, ADOPTION OF THE AGENDA AND ORGANIZATION OF WORK	1 - 2	3
II.	ADOPTION OF THE REPORT OF THE STANDING COMMITTEE FOR PROGRAMME MATTERS ON ITS IN-SESSIONAL MEETING HELD DURING THE SPECIAL SESSION OF THE GOVERNING COUNCIL, 16-19 FEBRUARY 1993	3	3
III.	COUNTRY, INTERCOUNTRY AND GLOBAL PROGRAMMES	4 - 201	3
	A. Africa	4 - 95	3
	B. Arab States	96 - 121	18
	C. Asia and the Pacific	122 - 169	21
	D. Europe and the Commonwealth of Independent States	170 - 174	30
	E. Latin America and the Caribbean	175 - 186	31
	F. General discussion on country programmes	187 - 197	33
	G. Other issues	198 - 201	36
IV.	UNITED NATIONS POPULATION FUND	202 - 283	37

CONTENTS (continued)

		Paragraphs	Page
V.	FIELD VISITS	284 - 293	49
VI.	EVALUATION	294 - 304	51
VII.	PROGRAMME MANAGEMENT ISSUES, INCLUDING DECENTRALIZATION AND THE COUNTRY PROGRAMME APPROACH	305 - 323	53
VIII.	FUTURE PROGRAMME OF WORK, INCLUDING FIELD VISITS TO TAKE PLACE IN THE SECOND HALF OF 1993	324	56
IX.	ADOPTION OF THE REPORT OF THE STANDING COMMITTEE FOR PROGRAMME MATTERS TO THE GOVERNING COUNCIL	325	56
X.	RECOMMENDATIONS OF THE STANDING COMMITTEE FOR PROGRAMME MATTERS	326	56
Annex.	REVISED TERMS OF REFERENCE: FIELD VISITS (UNDP/UNFPA)		63

I. OPENING OF THE MEETING, ELECTION OF THE RAPPORTEUR, ADOPTION OF THE AGENDA AND ORGANIZATION OF WORK

1. The Standing Committee for Programme Matters held an in-sessional meeting during the fortieth session of the Governing Council convened in New York from 1 to 18 June 1993. The session was opened by H.E. Dr. Oscar Serrate-Cuellar (Bolivia), Vice-President of the Governing Council. It was decided that Mr. Thomas Stelzer (Austria) should continue to serve as Rapporteur.

2. At its first meeting on 1 June 1993, the Standing Committee adopted its agenda and organization of work as contained in document DP/1993/SCPM/L.2. The Standing Committee also agreed to maintain a flexible schedule of work.

II. ADOPTION OF THE REPORT OF THE STANDING COMMITTEE FOR PROGRAMME MATTERS ON ITS IN-SESSIONAL MEETING HELD DURING THE SPECIAL SESSION OF THE GOVERNING COUNCIL, 16-19 FEBRUARY 1993

3. At its first meeting, the Standing Committee adopted the second part of its report on its in-sessional meeting held during the special session of the Governing Council, 16-19 February 1993 (DP/1993/SCPM/L.1/Add.6).

III. COUNTRY, INTERCOUNTRY AND GLOBAL PROGRAMMES

A. Africa

1. Country programme approvals

Benin

4. The Assistant Administrator and Director of the Regional Bureau for Africa (RBA) introduced the fifth country programme for Benin (DP/CP/BEN/5) for the period 1993-1997. The net indicative planning figure (IPF) of $33.9 million would be concentrated on two main areas in the proposed programme: national economic management and improvement of living conditions of the population.

5. The representative of Benin thanked UNDP for playing a pivotal role in assisting development in Benin and noted that the accelerating democratization process was closely linked to socio-economic development. The formulation of the country programme had been based on the UNDP round-table process and on sectoral consultations. The Government hoped to internalize the process but progress had been slow. He emphasized that international technical, moral and financial support was needed, especially to achieve social goals.

6. While supporting the country programme, delegations commented that the areas of concentration were broad despite the effort to achieve greater focus, performance indicators were overly ambitious and the approach was too statist. It was therefore suggested that indicators be more realistic and short term and that further efforts be made to focus the programme. The importance of UNDP support for capacity-building for national execution was emphasized despite the

difficulties entailed. More support was required from UNDP for development led by the private sector. Moreover, UNDP was perceived as slow in providing assistance in the education sector. In considering the country programme document, one delegation noted that the assessment of the previous country programme gave no indication on impact, but discussed only implementation and execution.

7. The Assistant Administrator and Director replied to points raised by delegations. She noted that a certain lack of focus was inevitable during a transitional phase but that efforts would be made to deepen the level of support wherever possible. Regarding indicators of success, UNDP deliberately focused on longer-term effects, contrary to the structural adjustment programme, which concentrated on short-term indicators. Neither strengthening the Government's capacity in economic management nor alleviating poverty were short-term endeavours. As a clarification, she explained that "itinerant experts" were high-level consultants who were available on request and that nationals carried out project or programme implementation. She noted that UNDP promoted private-sector development through such instruments as the African Project Development Facility (APDF) and African Training Management Services (ATMS). In the case of Benin, the transition from a centrally directed economy to a liberal market economy required a conducive legal, financial and economic environment to stimulate national entrepreneurship and revitalize the private sector. The Government had requested UNDP assistance to strengthen its capacity for economic management and administrative reform, leaving production and distribution to other agents.

8. The Committee recommended that the Governing Council approve the fifth country programme for Benin.

Burundi

9. The fifth country programme for Burundi, with a net IPF of $38.2 million, was presented by the Assistant Administrator and Director, RBA, who noted the programme's three areas of concentration: enhancement of development management capacity; transformation of rural areas; and strengthening of health and education services.

10. A number of delegations expressed support for the programme. Several commended the presentation and expressed satisfaction with the areas of concentration, the focus (including that on human development), the application of lessons from the fourth cycle and the gradual use of national execution as a modality. However, they cautioned UNDP against holding too many round-table conferences and suggested that in strengthening the country's capacity to manage the economy, existing institutions should be reinforced rather than new ones created. The aid coordination role of UNDP was commended, as was UNDP support to management development and planning to build national capacity. While UNDP support to HIV/AIDS prevention was considered essential by some delegations, it was noted that United Nations agencies should coordinate their efforts in that regard. It was also suggested that more emphasis be put on regional cooperation.

11. The representative of Burundi thanked UNDP and the delegations for their support to Burundi and confirmed that the country programme was the result of close consultations with the Government.

12. The Assistant Administrator took note of suggestions by delegations, emphasizing that regional integration was a major objective, and collaboration on HIV/AIDS was being sought with all concerned. In addition, the rationale for round-table conferences would be further examined and those conferences held would be well prepared. She stated that efforts would also be made to enhance capacity-building in order to strengthen existing institutions.

13. The Committee recommended that the Governing Council approve the fifth country programme for Burundi.

Côte d'Ivoire

14. The fifth country programme for Côte d'Ivoire (DP/CP/IVC/5), with a net IPF of $12.4 million, was presented by the Assistant Administrator and Director, RBA, who drew attention to the crippling effects on the country of changes in the global economy in the past decade. Efforts had been made to respond to changing circumstances and to reduce projects under the fifth cycle as well as to synchronize the country programme with the national plan. The country programme focused on two areas of concentration: management of sustainable development and decentralized development and grass-roots participation.

15. The representative of Côte d'Ivoire expressed his Government's gratitude for UNDP support to the country's development efforts. He noted that UNDP had contributed to aid coordination and to the goodwill so essential to development.

16. While commending the country programme, delegations expressed hope that efforts would be made during the fifth cycle to overcome the weaknesses experienced during the fourth cycle. Furthermore, care should be taken not to be overly ambitious in the fifth programme, given the small size of the IPF and keeping in mind the six areas of focus specified in Governing Council decision 90/34. UNDP could provide data, information and wide experience even with limited resources. UNDP was praised for striving towards a useful role in coordination - in close cooperation with other donors. A question was asked on the source of funds for the forestry project under Capacity 21.

17. In her response, the Assistant Administrator and Director, RBA, stated that despite the relatively small IPF, UNDP had been highly effective in a catalytic and coordinating role in Côte d'Ivoire and had used its multisectoral approach to leverage other donor assistance. She noted that a National Long-Term Perspective Study (NLTPS) had been launched in the country and that Special Programme Resources (SPR) were being used for the forestry activity under Capacity 21.

18. The Committee recommended that the Governing Council approve the fifth country programme for Côte d'Ivoire.

Equatorial Guinea

19. The fourth country programme for Equatorial Guinea, 1993-1995 (DP/CP/EQG/4), with a net IPF of $7 million, was introduced by the Minister of State for Planning and International Cooperation of Equatorial Guinea. He highlighted the intense consultation process during 1991 and 1992 with UNDP and the donor community, which lead to the formulation of the proposed programme. He noted that UNDP had a key role to play in the coordination of assistance to the democratization process. UNDP had already made valuable contributions in that regard during the preparation of the country programme and, in particular, during the UNDP/United Nations mission of April 1993, which had made recommendations on implementation measures for the electoral process and the protection of human rights. The recommendations of the missions and the proposed UNDP country programme were in line with the National Pact, signed by the Government and the political parties in March 1993. He noted that the Government had requested UNDP to coordinate a donor conference for electoral assistance and to act as a channel of communication with the donor community. Approval of the fourth country programme would be a constructive gesture at a decisive moment of political transition.

20. The Resident Representative noted that the proposed programme focused on three main areas: strengthening existing social services and development of human resources; planning, management and public administration; and sustainable use of natural resources. He also drew attention to the results of the joint UNDP/United Nations mission in April 1993, summarized in the note by the Administrator (DP/CP/EQG/Note/4), including agreed confidence-building measures.

21. One delegation in supporting approval of the country programme, emphasized the positive steps made by the signing of the National Pact and argued that UNDP assistance should continue and support free and fair elections during the difficult transition towards democracy. Another delegation suggested reprogramming the assistance to the social sector and providing increased support to good governance and sustainable development. Greater focus on privatization and on the enabling environment for private initiative was proposed. It was suggested that the country programme be reviewed at the forty-first session of the Governing Council in light of the changing situation in the country.

22. The delegation of Equatorial Guinea mentioned recent steps to promote private-sector development, such as the formulation of a new investment code and the creation of a private-sector promotion office.

23. The Resident Representative noted efforts made to avoid duplications in the social sector and the possibility of using the new country programme to reprogramme assistance with an emphasis on good governance and on employment planning in support of private-sector development.

24. The Committee recommended that the Governing Council approve the fourth country programme for Equatorial Guinea and that a review of the programme be presented to the Council at its forty-first session.

Gabon

25. The fifth country programme for Gabon (DP/CP/GAB/5), with a net IPF of $1.6 million and estimated cost-sharing of $3.2 million, was introduced by the Resident Representative. He emphasized the need to seek conditions for more balanced and sustainable human development in the face of a deteriorating economic situation. UNDP aimed to build on its comparative advantage in providing strategic neutral support for the short, medium and long term. The country programme focused on three areas of concentration: human development; improved development management; and environment. In pursuing strategic objectives in these areas, UNDP would adopt a multisectoral approach and would ensure complementarity with the programmes of other United Nations specialized agencies and funds and bilateral donors. Government cost-sharing constituted an important commitment to the implementation of the programme.

26. Delegations welcomed the strategy underlying the programme and the inclusion of prospective studies to address the negative impact of structural adjustment. They found the contribution of the Government to cost-sharing to be relatively small. Clarification was requested on Part III of the financial summary contained in annex I of document DP/CP/GAB/5. Further details were sought on the initiatives foreseen in the area of vocational training and employment and in the area of environmental protection, particularly as related to World Bank activities in this field.

27. The Resident Representative replied that the financial summary would be corrected. He noted that the Government would consider, in the course of programme implementation, an increase in cost-sharing and stated that the activities for environmental protection were being carried out in close association with the World Bank and other donors. The proposals on employment had been designed in the context of rising unemployment in order to develop the capacity to observe the labour market and formulate a human resources development strategy for the country.

28. The Committee recommended that the Governing Council approve the fifth country programme for Gabon.

Guinea-Bissau

29. The Assistant Administrator and Director, RBA, introduced the fourth country programme for Guinea-Bissau (DP/CP/GBS/4) with a net IPF of $27.4 million. She drew attention to the declining economic and social conditions in Guinea-Bissau in all sectors. The fourth country programme would provide support under four areas of concentration: the public sector and management of the economy; priority social sectors; promotion of the private sector and of employment; and management of natural resources.

30. The Foreign Minister of Guinea-Bissau stated that his country was preparing for elections with the help of UNDP and other donors. It was counting on UNDP to meet multidimensional challenges, including the social costs of economic reform. His Government was also trying to improve aid coordination.

31. Several delegations supported the use of UNDP cooperation to strengthen democratization and combat the negative effects of structural adjustment but noted that that aspect of the programme should be made more explicit. If resources were to be spread rather thin, linkages between programmes should be strengthened. One delegation noted that the ratio of administrative functions to programme activities in the field office was 40 per cent, while that of his country's aid programme was only 18 per cent.

32. A few delegations suggested that UNDP should ensure that its programme on natural resources management was coordinated with that of the World Bank and the United States Agency for International Development (USAID) and should include a link with the Tropical Forestry Action Plan. On the question of environment, a clear government commitment would be required. UNDP should convene regular meetings of donors on specific issues, encouraging other donors to take the lead in each area. While supporting the areas of concentration in the country programme, delegations raised questions on how UNDP would ensure linkage between areas of concentration. Another delegation asked whether there had been coordination with other donors on the question of salary supplementation for project personnel.

33. The Assistant Administrator noted the points raised on coordination and on UNDP support to democratization and indicated that UNDP would strive to do more in those areas.

34. The Division Chief for West Africa emphasized that a programme approach was being used to integrate the different activities and that programming would be done in the context of overall sectoral priorities.

35. The Committee recommended that the Governing Council approve the fourth country programme for Guinea-Bissau.

Mauritius

36. The fifth country programme for Mauritius (DP/CP/MAR/5) with a net IPF of $3.8 million was presented by the Assistant Administrator and Director, RBA. She noted that the programme was for the period 1993-1997 and as such would be synchronized with the national plan. Two areas of concentration had been selected for UNDP cooperation: policy formulation and planning and human resources development.

37. Delegations supported the country programme, noting the high human development index (HDI) rating of the country - the result of wise economic policies with attention to social conditions. They commended UNDP for its efficient and cooperative efforts in the country.

38. The Committee recommended that the Governing Council approve the fifth country programme for Mauritius.

Mozambique

39. The fourth country programme for Mozambique (DP/CP/MOZ/4), with a net IPF of $90.5 million, was presented to the Committee by the Resident Representative, who stressed the need for a multi-donor programme to alleviate poverty and rehabilitate the country in the post-war period, with a view to longer-term development objectives. The programme concentrated on three areas: poverty alleviation and post-war rehabilitation; economic and financial management; and environment and natural resources management.

40. The National Director for Planning of Mozambique emphasized that UNDP played an important role in the country's development. He stressed the importance his Government attached to increasing national execution, even during a transitional phase, and the importance given to pursuing updated priorities and new initiatives.

41. Delegations supported the approach taken in the country programme and commended UNDP for retaining flexibility over time to allow for the consolidation of the peace process. Several delegations from donor countries were concerned that the focus might be too broad and therefore stressed the need to focus, in particular, on poverty alleviation and provincial-level development. They called for better coordination of technical cooperation and coherence of donor activities in Mozambique based on lessons learned from previous programmes. In relation to the national technical cooperation assessment and programmes (NATCAP) process, a more focused sector approach was suggested. It was noted that reference should be made to the role of UNDP in the coordination of technical cooperation in the upcoming elections. Some donors stressed that the comparative advantage of UNDP lay in institutional capacity-building at the national level while others emphasized the role of UNDP in decentralization and capacity-building at the provincial level. Clarification was sought on the relationship between UNDP activities in poverty alleviation, with emergency rehabilitation, humanitarian assistance and the United Nations Office for the Coordination of Humanitarian Assistance (UNOHAC) appeal.

42. The Resident Representative, in reply, explained that since the signing of the peace agreement, the security situation had improved considerably. With the end of the drought, displaced persons and refugees were returning and had been able to plant and harvest crops. Therefore, in practice, activities related to the emergency, rehabilitation and development were going on simultaneously and it was hoped that the emergency operation would soon be phased out. He explained that while most activities were currently in the area of humanitarian assistance, some were related to the post-war situation, such as assistance to demobilized soldiers, demining and resettlement, and required assistance from all agencies and donors. He stated that compared to the past, the fifth country programme showed progress towards increased focus, coherence and concentration on programme-oriented activities and that most programmes included third-party participation. He also emphasized that in a country such as Mozambique, coordination was complex but was progressing well. It was recognized that the Government could do more but had a very limited capacity. Regarding support to the elections, the Resident Representative informed the Committee that UNDP had approved a project for technical cooperation with the National Electoral Commission, which would be created with the participation of the various

emerging political parties. UNDP assistance would constitute the framework for all donor inputs to the electoral process.

43. The Resident Representative also stated that efforts were being made to increase the involvement of non-governmental organizations (NGOs) and to promote a more favourable environment for the private sector. UNDP agreed there was a need for assistance in strengthening capacity at the provincial level and therefore would continue to provide assistance at both the central and provincial levels.

44. The Assistant Administrator and Director, RBA, replied to a question regarding the role of UNDP in resource mobilization vis-à-vis the Consultative Group, explaining that there was sometimes a need to seek additional resources for specific programmes and that that in no way usurped Consultative Group efforts to mobilize resources for both World Bank programmes and UNDP programmes.

45. The Committee recommended that the Governing Council approve the fourth country programme for Mozambique.

Namibia

46. The representative of Namibia, the Director General of Planning and the Head of the National Planning Commission introduced the first country programme for Namibia (DP/CP/NAM/1), with a net IPF of $14.4 million and covers the period 1993-1997. The programme had two main areas of concentration for UNDP assistance: strengthening the Government machinery for implementing economic and social development and reform; and human development for poverty alleviation through the expansion and reform of social services, notably in the fields of education, health and housing.

47. It was stated that in selecting the two areas of concentration, particular attention had been given to the need for improved capacity to manage the national economy and for a restructured public service that could effectively and efficiently implement development and reform policies and programmes. The programme document highlighted major constraints to socio-economic development in the country and also reflected its major economic and social priorities. The Government believed that Namibia should be in a position to move beyond a "quasi-programme approach arrangement" by the mid-term programme review. The programme was built on the foundations laid during the immediate post-independence period. The representative also expressed his Government's gratitude to the United Nations system for its support prior to and following the independence of the country and noted that UNDP support was now critically important to make a success of the Government's reform programmes.

48. A number of delegations expressed support for the programme and for its analysis of the socio-economic situation in the country. One delegation drew attention to Governing Council decision 91/14, in which the Council decided to extend special assistance to Namibia during the fifth cycle equivalent to that given to a least developed country. Complementarity of the programme with other donor programmes was mentioned. At the same time, some delegations stated that the weak absorptive capacity of the Government might lead to undue dependence on

donors and stressed the need for support to capacity-building and administrative development, including management of development assistance. One delegation stated that new ways of improving aid coordination beyond the traditional NATCAP and round-table processes should be explored. UNDP should coordinate policy discussions between donors and the Government and review the administrative efficiency in carrying out the country programme. Attention was drawn to the need for more focus of UNDP activities in view of limited resources. Comment was also made that UNDP should concentrate on mobilizing resources and coordinating their use. The UNDP focus on public administration, health and food security was applauded by one delegation, while another proposed that UNDP look carefully at the impact of social sector support, examining also the possible comparative advantage of other United Nations agencies in this field. It was suggested that the reference in the country programme to women in development needed to be elaborated in operational terms.

49. Both the representative of Namibia and the Assistant Administrator and Director, RBA, assured delegations that their highly constructive observations would be taken into consideration in the implementation of the programme and during the mid-term review. The Assistant Administrator said the Regional Bureau would try to go beyond conventional aid coordination mechanisms. Regarding the cost-effectiveness of UNDP activities in Namibia, she noted that UNDP input went well beyond what was outlined in the budget. In closing, she paid tribute to two deceased UNDP officials who had contributed significantly to UNDP work in Namibia: Mr. David McAddams and Mr. Otto Essien.

50. The Committee recommended that the Governing Council approve the first country programme for Namibia.

Sierra Leone

51. The fifth country programme for Sierra Leone (DP/CP/SIL/5), with a net IPF of $43.4 million, was presented jointly by the Resident Representative and the Under-Secretary of State, Department of Finance, Development and National Economic Planning, Government of Sierra Leone. They emphasized the pragmatic steps being taken towards good governance and a return to democratic civilian rule within three years, as well as the efforts of UNDP in close collaboration with other donors to assist the country to alleviate poverty. The country programme focused on three areas of concentration: development planning, management and governance; human resources development; and integrated rural development, agriculture and natural resources management.

52. Supporting the country programme, one delegation commended the frank assessment of the situation in the country presented by the delegate from Sierra Leone and thanked the Resident Representative for his useful comments on UNDP cooperation and consultations with other major donors in Sierra Leone. In view of the uncertain situation in the country, it was suggested that the Director, RBA, present a verbal report to the Governing Council at its forty-first session (1994) on the progress attained in the implementation of the programme.

53. The Committee recommended that the Governing Council approve the fifth country programme for Sierra Leone with the proviso that the Director of the

Regional Bureau for Africa present a verbal report on the implementation of the programme to the Council at its forty-first session.

United Republic of Tanzania

54. The Resident Representative introduced the fifth country programme for the United Republic of Tanzania (DP/CP/URT/5) with a net IPF of $80.1 million. He indicated that it had benefited from a thorough assessment of the previous programme and sectoral assessments of United Nations specialized agencies. Resources would be concentrated in five areas: improved macroeconomic management; human resources development; employment creation through private-sector development; HIV/AIDS; and environment and natural resources management. He emphasized that UNDP would support sustainable reform as opposed to measures taken for expediency and would therefore continue to target the social dimensions of adjustment. UNDP assistance would be closely integrated with that of other donors and would be less project-driven than in the past.

55. The Permanent Secretary of the Planning Commission for the United Republic of Tanzania traced the country's recovery programme and stated that efforts were being made to redefine and restructure the role of the public sector and to create an enabling environment for private-sector initiative. He also clarified that his Government saw the need for an integrated approach rather than a project-by-project approach and for activities by sector that complemented each other.

56. While several delegations supported the programme, a number raised questions, noting the lack of focus, which tended to undermine the credibility of the programme and made it difficult to assess the impact of UNDP activities. The lack of focus also reduced the chances for UNDP to play a role in the policy dialogue and risked marginalizing UNDP support in the country despite the size of the IPF. Comments were also made on the number of small projects that were a result of the delegated authority to approve projects up to $700,000. Delegations considered that the country programme was important in terms of capacity-building, human resources development and efficiency in coordinating external assistance. UNDP should be asked to support efforts needed by the Government to use external assistance in a more efficient manner.

57. Delegations made specific comments on the programme; a review of the use of expatriates as project personnel was called for; the comparative advantage of UNDP in the area of HIV/AIDS in the country was questioned and improved inter-agency coordination was suggested; the participatory approach was seen to need reorientation; the success indicators presented were considered to be too broad to serve as true measures of impact; and assistance to public service reform needed further thought. The programme was commended for its commitment to women's issues and one delegation encouraged UNDP to take an active coordinating role in this area. Questions were also raised on the issue of policy conditionality, it being noted that UNDP had not joined other donors in that regard. The size of the reserve fund ($25 million) was also questioned.

58. In light of the questions and comments, a number of delegations felt that the programme should be further focused and a report submitted to the Governing Council at its forty-first session (1994).

59. The Resident Representative noted that the fourth country programme had been too fragmented and informed the Committee that efforts were being made to close 35 projects, or about 30 per cent of the fourth cycle programme. He noted that UNDP activities on HIV/AIDS were in keeping with the Governing Council's view that UNDP should focus on the impact that HIV/AIDS was having on the capacity for development. As such, UNDP activities were not in competition with those of other agencies. Among the expatriates recruited for the programme, UNDP was relying on 40 United Nations Volunteer specialists to work at the grass-roots level; at the same time, an increasing number of nationals were being hired. He said that UNDP continued to press for human development in the debate on structural adjustment in the country. He assured the Committee that all necessary adjustments would be made to the programme and suggested that UNDP report to the Committee on the matter in the context of the mid-term review.

60. The Assistant Administrator and Director, RBA, stressed that a successful country programme was the objective and therefore proposed that UNDP report to the Governing Council at its forty-first session on progress made. The report would assess the activities of the country programme against the comments and concerns raised in the Committee at its current session and the priorities of the Government.

61. Taking into account the remarks made during the debate by the Resident Representative, the Committee decided that UNDP should continue its assistance to the United Republic of Tanzania. The Committee recommended that the Governing Council approve the fifth country programme for the United Republic of Tanzania on the understanding that UNDP would report to the Council at its forty-first session (1994) on the advancement of the programme in the light of comments made by the Committee.

2. Extension of country programmes

Angola

62. The Committee had before it a request for a second extension of the second country programme for Angola involving IPF resources of $3 million (DP/CP/ANG/2/EXTENSION II).

63. Delegations expressed support for the programme extension and hope for implementation of the peace process. UNDP was commended for its coordinating role in humanitarian assistance in Angola.

64. The representative of Angola thanked UNDP and the Committee for its support and explained that the extension was needed because of the resumption of war in the country. He called attention to the dramatic situation in the country and appealed to the donor countries to assist Angola in the reconstruction and rehabilitation once peace is restored.

65. The Committee recommended that the Governing Council approve the second extension of the second country programme for Angola.

Congo

66. The request for a second extension of the third country programme for the Congo (DP/CP/PRC/3/EXTENSION II), involving IPF resources of $650,000, was before the Committee.

67. Delegations commended UNDP for the coherence of its programme in the Congo and expressed satisfaction on its complementarity with major bilateral assistance programmes. It was noted that it was reasonable on the part of the Government to agree to a second extension of the country programme, given the rapidly changing environment. UNDP was congratulated for not trying to do too much with too little and for its flexibility and adaptability under changing circumstances. Satisfaction was expressed with successful UNDP efforts in the coordination of the election.

68. The representative of the Congo thanked the Committee for its support. He also thanked UNDP and the Regional Bureau for Africa for efforts to assist the Congo and recalled that the second country programme had been implemented in a crisis situation. He explained that efforts were being undertaken by the Government to address the economic instability and to introduce economic reforms.

69. The Committee recommended that the Governing Council approve the second extension of the third country programme for the Congo.

Kenya

70. The Chairman of the Standing Committee introduced the request for a second one-year extension of the fifth country programme for Kenya (DP/CP/KEN/5/EXTENSION II) involving IPF resources of $9 million.

71. While endorsing the request, delegations recommended that the sixth country programme should concentrate on such issues as democratization, human rights, good government and accountability. It should be linked to the implementation of economic reform and the transformation of economic structures. The emphasis on income-generation was commended although it was noted that recent evaluations showed that there had been only limited results so far. There was also support for the other areas of focus, particularly human resource development and small enterprise development. Activities should concentrate on the potential for generating income for the poor in rural as well as urban areas. Doubt was expressed on the potential impact of credit schemes unless targeted for women. Appreciation was expressed for UNDP efforts at donor coordination in Kenya.

72. The Committee recommended that the Council approve the second extension of the fifth country programme for Kenya.

Madagascar

73. The Assistant Administrator and Director, RBA, introduced the request for a second one-year extension of the fourth country programme for Madagascar (DP/CP/MAD/4/EXTENSION II) involving IPF resources of $18.3 million.

74. The representative of Madagascar explained that a second one-year extension was necessary in view of the period of political transition, during which democratic institutions were being established. It would help to consolidate efforts at national capacity-building, support the Social Action Plan and combat poverty. He commended the excellent working relations between Madagascar and UNDP.

75. Several delegations endorsed the request for the extension. It was, however, suggested that goals could best be achieved if resources were not scattered and were more focused than previously. Financing should be secured before beginning implementation and donor coordination should be strengthened. Limitations imposed by budget constraints were noted.

76. One delegation stated that the progress of reform was difficult to judge during an ongoing process of democratization. UNDP-sponsored activities should concentrate on capacity-building and the role of technical cooperation should be examined in connection with the scheduled programme review. The experience with national execution had been less than positive, given the lack of capacity. Donor coordination was carried out on an ad hoc basis and was issue-specific. The strong presence of the World Bank in the country was noted; tighter coordination was needed as well as a greater role for UNDP in promoting donor dialogue. The use of the human development index (HDI) on a regional basis in Madagascar was commended.

77. The Assistant Administrator and Director, RBA, commented that UNDP would continue to play a coordinating role in the country and would further enhance its capacity to do so.

78. The Committee recommended that the Council approve the second extension of the fourth country programme for Madagascar.

Togo

79. The Director General of Planning of Togo introduced the request for a second one-year extension of the fourth country programme for Togo (DP/CP/TOG/4/EXTENSION II). He spoke of the difficulties encountered during the democratization process over the past two years which had delayed the elaboration of the fifth country programme. He stressed that the fifth country programme would be pivotal in assisting the country, following its elections.

80. While supporting the request for an extension, it was noted by one delegation that implementation would be difficult if the political situation did not improve, particularly in light of an ongoing strike and suspension of bilateral aid by the principal donors.

81. The Assistant Administrator and Director, RBA, replied that UNDP was well aware of the complexities in the country and their impact on project implementation. UNDP had therefore decided to reduce the amount of the second extension for 1993 from $4.5 million to $2.5 million.

82. The Committee recommended that the Governing Council approve the second extension of the fourth country programme for Togo.

Zaire

83. The Assistant Administrator and Director, RBA, introduced the request for a second extension of the fourth country programme for Zaire (DP/CP/ZAI/4/EXTENSION II), involving IPF resources of $10 million. She gave a brief update on the situation in Zaire, mentioning the President's proposal to hold a round-table conference and the Secretary-General's intention to send an inter-agency humanitarian needs assessment mission to Zaire to evaluate the situation of displaced persons in the provinces of Shaba, Kiwa and Kasai.

84. The representative of Zaire confirmed the information provided by the Assistant Administrator and explained the chaotic situation prevailing in the country and the difficulties encountered in the creation of democratic institutions. He thanked UNDP for its initiative to extend the country programme for one year, sharing in the regret that it had not been possible to prepare the fifth country programme, but gave assurance that the Government would join with UNDP in its formulation as soon as possible. He appealed to UNDP for assistance in the preparations for elections.

85. Several delegations expressed support for the request for a second extension of the fourth country programme for Zaire.

86. The Committee recommended that the Governing Council approve the second extension of the fourth country programme for Zaire.

3. Malawi: policy review requested by the Council

87. The Assistant Administrator and Director, RBA, introduced the report of the Administrator on the enabling political and social environment in Malawi, 1992-1993, and its effect on the implementation of the fifth country programme (DP/1993/62). She stated that following the visit of a United Nations mission to Malawi in February, and the recent visit of the United Nations Mediator, the Government approved the Mediator's recommendation for a two-ballot-paper and one-ballot-box formula to resolve the stalemate between the Government and the opposition groups regarding the referendum scheduled for 14 June 1993. She proposed that in order for the referendum process to continue into its final stage, it was important that UNDP continue its support under the fifth country programme and encourage donors to resume aid in a way that would encourage the current trends leading to an internationally acceptable level of good governance within a reasonable time.

88. Some delegations supported the role of UNDP in assisting Malawi in its shift to a more democratic system, and one delegation congratulated Malawi for embarking on the democratization process and appealed to donors to lend their support.

89. The Committee recommended that the Governing Council endorse the recommendation of the Administrator contained in document DP/1993/62 to continue the fifth country programme, maintaining the sharp focus on human development through poverty alleviation, while at the same time actively encouraging and facilitating the process of political change and its contribution to the achievement of the programme goals. Should the required complementary

assistance mentioned in the report of the Administrator (DP/1993/62) not materialize, the Committee recommended that the Administrator again bring the matter to the attention of the Governing Council.

4. Interim report on the implementation of the fifth country programme for Rwanda

90. The Committee had before it for consideration the report by the Administrator (DP/1993/64) submitted in response to Governing Council decision 93/4 of 19 February 1993, in which the Council requested the Administrator to present an interim report on the implementation of the country programme for Rwanda and on the impact which the evolution of the general context of the country might have had on implementation. It also took note that UNDP envisaged organizing a round-table conference for donors on the humanitarian aspects of the emergency situation in Rwanda and the needs of displaced persons.

91. The Assistant Administrator and Director, RBA, introduced the report and briefly traced developments in Rwanda since February 1993.

92. The representative of Rwanda thanked UNDP and the donor community for the assistance to his country during difficult times.

93. A number of delegations expressed satisfaction with the realistic and flexible approach UNDP was taking in the country, particularly the assistance to national reconciliation and the peace process, and endorsed the reorientation of the country programme as proposed by the Administrator to take into account the needs of displaced persons and to combat poverty. The increase of the programme reserve indicated the commitment of UNDP to handle the evolving situation in the country efficiently. The timing of the humanitarian round-table conference scheduled for June 1993 was, however, questioned. One delegation encouraged UNDP to exercise restraint in the area of management and public administration in view of the political uncertainties. One delegation also expressed its concern to be kept informed of UNDP activities in the country.

94. The Resident Representative stated that conditions in the country had improved and it had become possible for donors to provide humanitarian assistance and to enter the demilitarized zone. The Resident Representative noted that he had taken into account the questions raised on the dates of the round-table conference, and that this would be brought to the attention of the donors who would meet the following week to set a date for the conference.

95. The Committee recommended that the Council approve amendments to the fifth country programme for Rwanda, as contained in the report of the Administrator (DP/1993/64).

B. Arab States

1. Country programmes

Bahrain

96. The Resident Representative introduced the fifth country programme for Bahrain (DP/CP/BAH/5), with resources from cost-sharing by the Government estimated at $10 million. He highlighted three main areas of concentration: economic management through strengthening of planning institutions to prepare a long-term perspective for a diversified economy; protection of the environment and management of natural resources; and the establishment of development strategy for human resources to help implement the policy of Bahrainization.

97. The representative of Bahrain expressed the full support of his Government for the programme, which was prepared with the active participation of the ministries and departments concerned. He also explained the reasons for the delay in the preparation of the country programme and in particular the difficulties arising from the implementation of the net contributor status provisions contained in Governing Council decision 85/16 of 29 June 1985 and the impact of the Gulf crisis on the economies of the region.

98. The Committee recommended that the Governing Council approve the fifth country programme for Bahrain.

Kuwait

99. The Assistant Administrator and Director, Regional Bureau for Arab States (RBAS), introduced the fifth country programme for Kuwait (DP/CP/KUW/5 and Corr.1). The resources were estimated at $15 million, representing 100 per cent cost-sharing. The main areas of concentration were human resources development; development planning and public management; and environment and natural resources management.

100. The representative of Kuwait expressed the importance Kuwait attached to the programme, pointing to the size of the programme compared with the previous one, which had $3.9 million in resources. She asked that UNDP intercede with the executing agencies to help improve the timeliness and quality of their inputs. She also asked that a post of Deputy Resident Representative be financed by UNDP, as stipulated by Governing Council decision 91/29 of 25 June 1991, in view of the size of the programme.

101. Delegations noted the programme's emphasis on the management and planning needs of the country, and were pleased to see the increasing role of UNDP in providing the level and type of expertise required to respond to the country's specific needs. Delegations asked for clarification on the role of the United Nations Resident Coordinator in coordinating the various kinds of technical cooperation in Kuwait. An inquiry was also made as to whether the International Labour Organisation (ILO) had opened an office in Kuwait.

102. In reply, the Assistant Administrator pointed out that following the Gulf crisis, the Resident Coordinator's office was closed and was being reopened in

stages. There was currently a UNDP Resident Representative but not a Resident Coordinator. He expressed hope that the Resident Coordinator's office would be functioning fully in the near future. As to the post of Deputy Resident Representative, he said he would pursue the matter with the departments concerned.

103. The Committee recommended that the Governing Council approve the fifth country programme for Kuwait.

Libyan Arab Jamahiriya

104. Introducing the fifth country programme for the Libyan Arab Jamahiriya (DP/CP/LIB/5), with a net IPF of $2.4 million and estimated cost-sharing of $38 million, the Resident Representative said that the country programme reflected the priorities which were outlined in the country's comprehensive mobilization plan. Those were: (a) human resource development and capacity-building; (b) economic diversification; (c) rehabilitation and maintenance of capital assets; (d) management of the environment; and (e) transfer of technology and scientific research. He noted that the programme had been the result of intensive consultations.

105. The strategy proposed for the country programme aimed to reduce the reliance of the Libyan Arab Jamahiriya on oil energy and to create long-term economic growth in other sectors. The programme would also help to build management capacity and ensure a more optimal use of human, capital and financial resources to achieve a more diversified economic base. Areas such as national training to reduce dependency on expatriates was also given due attention. The country programme had placed emphasis on the preservation of the environment by creating an appropriate strategy to that effect. In addition to the main areas of concentration, the programme would also pay appropriate attention to such issues as strengthening the role of women and promotion of technical cooperation among developing countries (TCDC). The national execution modality would receive due attention in close collaboration with all institutions of the United Nations system.

106. Delegations noted that the Libyan Arab Jamahiriya faced a number of serious problems. UNDP assistance was essential to meet the needs of the country. The Government was financing 90 per cent of the programme, an indication of their cooperation with UNDP. The country's development policies were in harmony with UNDP thematic priorities. The representative of Libya expressed appreciation for UNDP assistance in preparing the fifth country programme and stated that the Government attached great importance to its cooperation with UNDP. With its small population the country needed skills and technical expertise. It would continue to cooperate with UNDP in all areas of mutual interest such as combating desertification and enhancing human resources. He also noted UNDP support for combating the screwworm and stated that those efforts had had widespread benefits in the region. The fifth country programme was a balanced and objective document and national authorities would make every effort to implement the programme.

107. The Resident Representative thanked all countries for their assistance to the Libyan Arab Jamahiriya in its efforts to eradicate the screwworm. He noted

that the country also enjoyed assistance from bilateral donors in such sectors as the protection of environment, women in development and management of water resources.

108. The Committee recommended that the Governing Council approve the fifth country programme for the Libyan Arab Jamahiriya.

Qatar

109. The third country programme for Qatar (DP/CP/QAT/3 and Corr.1), with a net IPF of $69,000 and $10 million in cost-sharing was presented by the Assistant Administrator and Director, RBAS. The four areas of technical cooperation were (a) the development of human resources; (b) improving economic policy-making; (c) planning and management; and (d) sustainable environment and natural resources development.

110. The representative of Qatar expressed his country's appreciation for the cooperation provided by UNDP and the executing agencies, especially for training. He added that his country looked forward to the implementation of the country programme and the attainment of its important development objectives.

111. The Assistant Administrator noted with gratitude Qatar's satisfaction with UNDP cooperation, particularly since it was a net contributor country.

112. The Committee recommended that the Governing Council approve the third country programme for Qatar.

Sudan

113. The Resident Representative presented the fourth country programme for the Sudan (DP/CP/SUD/4) with a net IPF of $45 million. He pointed out that the programme concentrated on poverty alleviation and sustainable development in three areas of focus: (a) sustainable rural development; (b) promotion of food security; and (c) strengthening national capacity to manage development and macroeconomic reform. The first area of focus, the Area Development Scheme, covered over 1 million people and emphasized food security. Its first phase had just been evaluated independently and was shown to have taken root as a successful community-based participatory development programme.

114. A number of delegations commented on the proposed fourth country programme. Delegations endorsed the programme in general. Some expressed the following concerns: the programme should be reviewed and presented to the Governing Council at its forty-first session (1994); emphasis should be placed on food security; the social, political and physical implementation environment of the country programme should be examined; and the programme should benefit rural populations in all parts of the country.

115. The Minister of State for International Cooperation of the Sudan made a general statement in which he emphasized his Government's commitment to the creation of the necessary conditions for durable peace and sustainable development, with particular emphasis on rural coverage throughout the country.

116. The Committee recommended that the Council approve the fourth country programme with the understanding that the activities as proposed would: (a) have a primary focus on food security and sustainable rural agriculture development; and (b) would be subject to a policy review, after one year, of the impact of the overall enabling environment of the country on the implementation of the programme, bearing in mind the report of the Standing Committee on Programme Matters.

117. Following the consideration of the country programme for Sudan, some delegations expressed concern at the implications for developing countries of increasing conditionality on development assistance. They emphasized that monitoring of programme assistance by the Governing Council should be technical not political. They urged that political issues be taken up in other forums and that UNDP assistance be free of political conditionality.

2. Case-by-case approvals: Iraq

118. The Chairman brought to the attention of the Committee a note by the Administrator on case-by-case project approval in Iraq (DP/1993/71), in which the Governing Council was informed of the Administrator's intention to approve projects in Iraq on a case-by-case basis, in view of the prevailing situation, using as a frame of reference the cooperation programme of the United Nations Inter-Agency Humanitarian Programme in Iraq.

119. The Committee took note of the Administrator's intention to continue to approve projects in Iraq on a case-by-case basis.

3. Oral report on Somalia

120. As requested by the Governing Council at its special session in February 1993, the Resident Representative for Somalia provided an oral report on the status of the rehabilitation project and other ongoing projects approved on a case-by-case basis by the Administrator. He noted that UNDP had moved rapidly to provide resources for community-based rehabilitation activities in secure areas and intended to expand its coverage as security permitted.

121. Delegations, including that of Somalia, supported efforts under way and encouraged full-scale implementation of the rehabilitation programme as conditions permitted.

C. Asia and the Pacific

1. Country programme approvals

122. The Assistant Administrator and Director, Regional Bureau for Asia and the Pacific (RBAP), introduced six country programmes and the Pacific multi-island programme, noting that with the exception of Afghanistan, Cambodia, the Islamic Republic of Iran and Myanmar, all the country programmes for the region for the fifth cycle had been presented to the Governing Council. He highlighted trends in the region in the areas of human development, poverty alleviation, HIV/AIDS,

protection of the environment and ecosystems, economic reform and management, aid coordination and programme implementation. He traced developments in UNDP over 30 years, noting that UNDP was continuing to respond flexibly to change in order to maintain its leadership role in technical cooperation.

Mongolia

123. The Assistant Administrator and Director, RBAP, introduced the fifth country programme for Mongolia (DP/CP/MON/5) with a net IPF of $6.3 million and cost-sharing of $3.5 million. He emphasized the importance of national capacity-building for the management and implementation of economic reform policies and in addressing such adverse effects of reform as unemployment and increasing poverty. UNDP assistance under the fifth country programme would concentrate on four interrelated areas: economic performance management; management development; poverty alleviation; and environmental protection. The important role of UNDP in aid coordination, including assistance to the Government for the preparation and convening of the annual donor consultation meeting, was also highlighted.

124. The representative of Mongolia referred to the difficulties faced by Mongolia in dismantling the former socialist economic system and introducing a new market-oriented system. Concern was also expressed about rising unemployment, deterioration in living standards, emerging social problems and environmental degradation. The new country programme focused on a limited number of high-priority areas which were fully consistent with the national development agenda. He thanked UNDP and multilateral and bilateral donors for their support to the fifth country programme.

125. Other delegations noted the important role played by UNDP in aid coordination and in particular in convening the annual donor consultation meeting. One delegation indicated that his Government would make a cost-sharing contribution to the management development programme for Mongolia and would continue to work closely with UNDP; another noted the close cooperation between his Government and UNDP on macroeconomic advisory services. One delegation stated that his Government was working jointly with the World Bank in trying to address financial constraints faced by Mongolia in the transition period. The role of UNDP in human resources development, including management development, was supported. While endorsing the new country programme, the delegation indicated that it should be flexible enough to allow adjustments at a later stage. In view of Mongolia's limited capacity, he also emphasized the need for long-term experts and United Nations Volunteer (UNV) specialists. In reference to paragraph 27 (a) of document DP/CP/MON/5, one delegation cautioned against spreading the limited resources of UNDP too thinly.

126. The Assistant Administrator responded that while more long-term experts would be desirable, their relatively high cost was a constraint. UNDP had, however, already fielded a substantial number of UNV specialists in Mongolia. He clarified that UNDP would focus only on critical areas not covered by other donors.

127. The Committee recommended that the Governing Council approve the fifth country programme for Mongolia.

Pakistan

128. The fifth country programme for Pakistan, with a net IPF of $89.7 million, was introduced by the Resident Representative. UNDP assistance under the fifth programme would focus on alleviating poverty and would be based on national strategies for rural and socio-economic development in four areas: (a) raising levels of human development, particularly of the poor, by supporting the country's social action programme; (b) supporting management of the environment and natural resources in accordance with the natural conservation strategy; (c) supporting income-generation, employment and productivity, including programmes aimed at improving the productivity of the poor; and (d) promoting institutional reforms to make national institutions more responsive to the needs of the poor. UNDP would provide further assistance in mobilizing and coordinating donor inputs for national programmes by developing programmes in a way to encourage other donors to fund parts of them and by developing management systems to coordinate implementation, monitoring and evaluation of multi-agency, multi-donor programmes.

129. In presenting the fifth country programme, the Resident Representative emphasized that the analysis of the impact of foreign assistance carried out in 1990 with UNDP support had revealed that external aid had contributed to a "human development impoverished Pakistan". The fifth country programme therefore addressed the need for more balanced development with the objective of supporting the Government's efforts to achieve a greater equilibrium between physical assets, natural resources development and investment in people. He stressed that UNDP was encouraging the Government to take the lead in managing the programme, noting, in particular, the activities in remote area development. UNDP was leading a task force on improving institutional responsiveness to the needs of the poor. He also pointed out that the programme was linked to the United Nations inter-agency programme for Pakistan, which consisted of a six-point common agenda for United Nations assistance to Pakistan. He concluded with a plea for more resources and more partners in fostering balanced development, noting that projected growth rates in UNDP resources had not been met, leaving little room for implementing the fifth cycle agenda and for translating rhetoric into action. He stressed, nevertheless, that the fifth programme had served as a centrepiece for the re-evaluation of development in Pakistan.

130. Delegations thanked the Resident Representative for his presentation and indicated their strong overall support for the programme as presented. Several delegations supported the areas of concentration chosen, noting that they were areas where UNDP had a comparative advantage and that in formulating them, good use had been made of lessons learned in previous cycles. While supporting the programme, other delegations emphasized that it would be challenging to implement, particularly in the area of outreach to small farmers and entrepreneurs, and looked forward to learning of the initial results at the mid-term review. Efforts to improve the condition of, and opportunities for, women were commended, as was the support for the national conservation strategy. Most delegations were in favour of the support given to the social sectors and suggested that implementation in that area be given priority. One delegation supported the thrust towards institutional development but suggested that it needed to benefit the poorest in society.

131. Questions were raised by several delegations on why drug abuse control problems, the high proportion of defence spending in the national budget and the low absorptive capacity for capital/investment assistance had not been addressed. One delegation asked for clarification on the proposed development scheme for remote areas; another questioned the usefulness of the programme matrix, which showed linkages in all areas of concentration; another praised UNDP's planning, but commended that advocacy and follow-up efforts needed strengthening.

132. Several delegations commended the coordinating role played by UNDP, and it was noted that intellectual leadership and a focus on critical development issues seemed crucial for achieving such coordination. Moreover, coordination of United Nations system activities offered a good opportunity to support human development goals.

133. The Secretary of Planning of Pakistan said that UNDP played a vital role in Pakistan, particularly in addressing the dichotomy between economic growth and poor social sector performance. He stated that the delivery of services to the social sectors still faced problems because of a lack of incentives, in spite of the fact that his Government had tripled contributions to social sectors within the last few years. Lack of incentives for workers in the social sectors slowed delivery of services. He pointed out that a number of developments in the region had not yet permitted drawing on the "peace dividend". He stressed, however, that repayment of the national debt now surpassed expenditures on defence. He further emphasized that the World Bank's structural adjustment programme had resulted in limitations to the growth of Pakistan's development budget and as a consequence there were insufficient counterpart funds for the full implementation of capital/investment assistance. He drew attention to the apparent dichotomy between the appreciation expressed for the commendable role of UNDP in fostering balanced human development in his country and the declining resources being made available for that purpose.

134. The Committee recommended that the Governing Council approve the fifth country programme for Pakistan.

Philippines

135. In introducing the fifth country programme for the Philippines (DP/CP/PHI/5), with a net IPF of $40.3 million, the Resident Representative highlighted its integrated programme themes: (a) economic reform and management; (b) technology transfer and international competitiveness; (c) environmental management; and (d) poverty alleviation. He stated that the programme converged with the country's national development plan and was the result of a long, extensive consultative process involving various government ministries; United Nations agencies, including the World Bank and the International Monetary Fund; other donors; non-governmental organizations (NGOs); and the private sector. The country programme was based on lessons learned during the fourth cycle and on the comparative advantages of UNDP.

136. One delegation noted that the programme was moving in the right direction and that its areas of concentration were consistent with UNDP priorities. Successful implementation would, however, require better coordination. Another

delegation found the programme to be well focused. While commending the strategy to intervene at micro and macro levels, including emphasis on the pilot testing of innovative approaches at the grass-roots level, delegations suggested that the programme appeared ambitious in the area of national capacity-building - an issue that should be examined during the mid-term review.

137. The Secretary of Socio-Economic Planning and Director-General of the National Economic Development Authority informed the Committee that the Government appreciated the important role of UNDP, particularly in light of its valuable commercial and political neutrality. He assured delegations that although the programme seemed ambitious, the Government intended to focus on a few strategic, high-impact activities.

138. The Committee recommended that the Governing Council approve the fifth country programme for the Philippines.

Republic of Korea

139. The Assistant Administrator and Director, RBAP, introduced the fifth country programme for the Republic of Korea (DP/CP/ROK/5) with a total IPF of $4.6 million and estimated cost-sharing of $9 million. The resources were to be concentrated in five main areas: (a) environmental management; (b) industrial resources; (c) Tumen River Area development; (d) social development; and (e) technical cooperation among developing countries (TCDC).

140. The Assistant Administrator stressed that the Republic of Korea had become a net contributor country and that the fifth country programme came at a time when the country's role as a recipient of external assistance had greatly diminished while its role as a donor country was yet to be fully defined. There was, therefore, a unique opportunity for the Government and UNDP to redefine the scope and modalities for joint collaboration and to shape a new, more relevant and meaningful role for UNDP in the country.

141. In that context, he noted that, notwithstanding its spectacular progress, the country still faced obstacles for the achievement of sustainable, balanced growth. Some of those obstacles had not received due attention in the accelerated drive for economic development, e.g., the environment, the needs of women and the disadvantaged, such as the handicapped, and labour relations. UNDP technical cooperation was therefore welcomed and appreciated, especially in the areas of concentration set down by the Governing Council.

142. Delegations commended the positive impact of the cooperation between the Republic of Korea and UNDP, noting in particular the environment programme and the application of "the polluter pays" principle. The country programme was found to be well balanced and in accordance with government priorities. The UNDP field office had played a positive and comprehensive role in aid coordination. Information was requested on the actual costs to UNDP of keeping a presence in the Republic of Korea, given its status as a net contributor country.

143. Several delegations inquired as to the status of the Tumen River Area Development Programme, given its potential impact on the country as well as the sizeable allocation made in the country programme in support of the activity.

144. The representative of the Republic of Korea thanked delegations for their positive and supportive remarks and stressed the interest of his Government in regional and subregional technical cooperation.

145. In his response, the Assistant Administrator highlighted the substantial shift in the orientation of technical cooperation as outlined in the country programme document. He confirmed that based on criteria that had been agreed to, the country, still qualified as a developing country and thus as an active partner in TCDC. The substantial financial contribution of the Government was stressed and in that connection the Assistant Administrator confirmed that, given its present level of contributions, UNDP would meet only the costs of the resident representative.

146. The Assistant Administrator outlined in brief the present status of the Tumen River Area Development Programme. He mentioned that by the end of 1993 it was expected that the participating countries would have signed legal agreements and that a charter for a Tumen River corporation would be agreed to. Pre-feasibility studies in such sectors as transport, infrastructure, natural resources and industry were progressing and environmental impact assessments and guiding principles were being integrated into the activities.

147. The Committee recommended that the Governing Council approve the fifth country programme for the Republic of Korea.

The Federated States of Micronesia, Palau, the Republic of the Marshall Islands, Vanuatu, and the Pacific multi-islands programme

148. The Assistant Administrator and Director, RBAP, introduced the country programmes for the Federated States of Micronesia, Palau, the Republic of the Marshall Islands, and Vanuatu; and the Pacific multi-islands programme.

149. The first country programme for the Federated States of Micronesia (DP/CP/MIC/1) had net indicative planning figure (IPF) resources of $3.3 million. Resources would be concentrated on three main areas: (a) private-sector and entrepreneurship development; (b) economic management and public-sector policy reform; and (c) environmental management and sustainable resources use.

150. The first country programme for the Republic of the Marshall Islands (DP/CP/MAS/1) had net IPF resources of $2.1 million. Resources would be concentrated on three areas: (a) employment generation and training; (b) macroeconomic and financial management; and (c) sustainable resources management.

151. The first country programme for Palau (DP/CP/PLU/1) had net IPF resources of $538,000. Resources would be concentrated on two areas: (a) development policy and strategy and (b) sustainable resources management.

152. The third country programme for Vanuatu (DP/CP/VAN/3) had net IPF resources of $1.8 million. Resources would be concentrated on two areas: (a) management development and (b) balanced and sustainable regional development.

153. The first programme for the Pacific multi-islands (DP/CP/PMI/1) had IPF resources amounting to $4.4 million and an estimated regional IPF of $878,000. Resources would be concentrated on the development of equitable and sustainable human development.

154. In his presentation, the Assistant Administrator and Director, RBAP, pointed out that given the development constraints facing the small island States, the four country programmes reflected both commonality and diversity in the development needs to be addressed. The country programme areas of focus had been identified by the respective Governments in close collaboration with UNDP and in consultation with United Nations specialized agencies and other bilateral and multilateral donors. Given the limited IPF resources allocated, the need for concentration, focus and greater attention to potential impact were major considerations.

155. Referring to the Pacific multi-islands programme, the Assistant Administrator proposed that the fifth cycle IPF be programmed to reinforce the priority theme of equitable and sustainable human development, which was a feature of the Pacific subregional programme, approved by the Governing Council at its thirty-ninth session (1992).

156. The delegations of Vanuatu, the Marshall Islands and the Federated States of Micronesia confirmed and expressed their commitment to their respective country programmes. UNDP was commended for its assistance in the thorough and comprehensive preparation of the documents. The programmes addressed priority technical cooperation needs emanating from government development goals and policies and the strategies proposed reflected UNDP comparative advantages. They confirmed the need for continued UNDP support for effective aid coordination through the round-table process. They also voiced strong support for the Pacific multi-island programme, which fully complemented and reinforced country programme activities.

157. Delegations supported the four country programmes and joined the Pacific island country government representatives in confirming the importance of the Pacific multi-island programme, which addressed common needs of the Pacific island countries and would strengthen government efforts to promote community-based and self-sustaining development among the neediest sectors of the population, especially women, unemployed youth and those in rural and remote outlying areas.

158. Several delegations endorsed the thematic focus of the five programmes presented and emphasized the need for full consultation with bilateral donors in their formulation and implementation. They also encouraged the role of UNDP in supporting government aid coordination efforts through the round-table mechanism.

159. In reply, the Assistant Administrator thanked the delegations for their support for the programmes presented and their deep interest in them. The Pacific island countries should merit special consideration, given both the

unique development constraints and opportunities. He reiterated the importance in the Pacific region of strengthening and expanding community-based participatory development, which the Pacific multi-island programme aimed to do through pilot programmes aimed at target groups and policy-level advocacy and support initiatives. The collaboration of all parties concerned was expected. He assured the Committee that UNDP would continue to work closely with the Governments in the implementation of the five programmes; the donor community would also be invited to collaborate.

160. The Committee recommended that the Governing Council approve the first country programme for the Federated States of Micronesia; the first country programme for the Republic of the Marshall Islands, and the first country programme for Palau. It also recommended that the Council approve the third country programme for Vanuatu and the first programme for the Pacific multi-islands.

2. Assistance to Cambodia

161. The Assistant Administrator and Director, RBAP, gave an oral report on the status of UNDP assistance to Cambodia as provided for in the note by the Administrator (DP/1992/56), which was before the Governing Council at its thirty-ninth session (1992). He pointed out that in its decision 92/25 of 26 May 1992, the Council authorized the Administrator to approve assistance to Cambodia on a project-by-project basis up to $40 million for the period through 31 December 1993. He described activities carried out by UNDP in Cambodia and noted that following the elections UNDP would be examining with the new Government needs for technical cooperation in the reconstruction phase and would begin preparation of a country programme for Cambodia.

162. One delegation expressed support for the work of UNDP in Cambodia. However, it expressed serious concern for the situation in the country.

163. The Committee recommended that the Governing Council take note of the oral report of the Assistant Administrator.

3. Assistance to Myanmar

164. The Standing Committee had before it for consideration document DP/1993/60 on assistance to the Union of Myanmar. The Assistant Administrator and Director, Regional Bureau for Asia and the Pacific, introduced the report. He noted that all aspects of Governing Council decision 92/26 of May 1992 had been fully implemented. He referred to the Administrator's recommendation in the report that $40 million be released from fifth cycle indicative planning figure (IPF) resources for Myanmar for programmes in four high-priority areas, all having impact at the grass-roots level. Should the Council approve the recommendation, individual projects would be designed with clear focus on sustainable benefits and human needs at the community level. Direct dialogue and the inputs of the beneficiary communities would be essential ingredients of project formulation and implementation. He also pointed out that a participatory approach to community development would be the key to the selection and implementation of those projects. Sustainability would be assured

through training of community leaders and operational and technical personnel. All the projects would have maximum synergy with activities of other United Nations agencies such as the United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA) and the World Health Organization (WHO), and there would be maximum possible involvement of non-governmental organizations (NGOs).

165. Delegations commended UNDP on the implementation of Governing Council decision 92/26. Many delegations expressed support for the full package of proposals in the report, including release of $40 million from the fifth cycle IPF for programming over the period July 1993-December 1995. They noted that the evaluation of the programme conducted by the Central Evaluation Office in accordance with resolution 92/26 had indicated the technical soundness of programmes implemented so far and the need for support to the four areas proposed for continued UNDP assistance. They noted that the proposals outlined in the report were fully justified given the needs of the people of Myanmar and the limited resource flows to the country. Several delegates underlined the coordination role of UNDP at the country level and affirmed that UNDP was the main backstopping agency for United Nations operations in Myanmar. Limiting resources to the UNDP programmes would undermine that role. One delegation noted that the $40 million requested for fifth cycle proposals amounted to less than one half of total fifth cycle IPF resources.

166. Some other delegations expressed concern that the conditions which led to Governing Council resolution 92/26 had not significantly changed and therefore departure from the conditions laid down in that resolution could not be made at this juncture. They therefore proposed that the Governing Council approve a limited amount of resources (less than that recommended in the report) in order to allow UNDP to continue, for the time being, in directing assistance to the grass-roots level. They nevertheless recognized the needs of the people of Myanmar and the positive impact of the UNDP programme. They proposed that (a) new projects continue to be targeted to meet the basic needs of the poor at the grass-roots level in the areas of primary health care, HIV/AIDS, training and education and food security; (b) all new projects continue to be approved by the Administrator on a project-by-project basis and special attention be given to ensuring proper monitoring arrangements; and (c) the situation be reviewed on an annual basis and the Governing Council informed accordingly. One delegation stated that UNDP cooperation should cover all areas of the country, including the state of Arakan.

167. The Assistant Administrator noted delegations' appreciation for UNDP satisfactory implementation of resolution 92/26. He noted that the report of the Administrator looked back at the review of the programme and forward in making recommendations for continued UNDP assistance to Myanmar. In so doing, UNDP had tried to stay within both the letter and spirit of resolution 92/26. The representative of Myanmar expressed appreciation to UNDP for the assistance so far provided and for the proposed programme of assistance. He thanked the delegations that lent their support to the proposals. He expressed the view that modification of the programme as presented would alter the basic premises upon which the recommendations had been made and would therefore affect the overall success of the programme. He stated that his Government would ensure that IPF resources would be used to optimum effect in close collaboration with UNDP.

168. The Chairman, in summing up, noted that consensus had been expressed that UNDP should continue to address the development needs of Myanmar. Some delegations recommended approval of the proposed programme as presented; others used expressions such as "sufficient" and "limited" in regard to the amount of funds to be released.

169. The Committee held informal consultations among interested Council Members. A draft decision was prepared for the consideration of the Standing Committee (see document DP/1993/SCPM/L.3/Add.17).

D. Europe and the Commonwealth of Independent States

Albania

170. The Resident Representative introduced the second extension of the third country programme for Albania (DP/CP/ALB/3/EXTENSION II) with a net indicative planning figure (IPF) of $1.6 million. He indicated that the reason for the extension was the evolution of the political, economic and social situation in Albania. In March 1992, Albania held its first free elections, which established a democratic system. Since then the new regime and new President have undertaken some basic reforms which resulted in a move towards a market economy, a stable exchange rate and the removal of subsidies, except on some key commodities. He pointed out, however, that the transition had been a difficult one for Albania and that under the circumstances it would have been extremely difficult to formulate a five-year programme. Therefore, it was considered more appropriate to design a programme that focused on urgent needs, which formed part of an umbrella project. He noted that UNDP resources to meet the needs of Albania were limited. That related to Albania's request for "as if" LDC status, which would be considered by the Governing Council as a separate item.

171. Several delegations made interventions in support of UNDP activities in Albania. They drew attention to the focus of the programme envisaged under the extension, emphasizing particularly UNDP activities in the area of human development, the social dimension of structural adjustment, the struggle against poverty, support for elections and national capacity-building. They also expressed their satisfaction with UNDP activities in supporting women in development and non-governmental organizations (NGOs) that were becoming very active in Albania.

172. One delegation inquired whether the priorities contained in the extension of the programme had been agreed to by the Albanian Government. Another delegation asked whether the extension of the programme was dependent on the Governing Council's response to the request for "as if" LDC status. One delegation questioned how UNDP activities were linked to those being carried out by NGOs and another noted that the activities mentioned in the extension far exceeded the available UNDP resources.

173. In responding to questions raised, the Resident Representative confirmed the full involvement and support of the Albanian Government for the activities foreseen under the extension. He acknowledged that the volume of activities could not be met by UNDP resources, which was one of the reasons for the Government's decision to request "as if" LDC status. In addition, however, he

was actively seeking co-financing for some of these activities with the local representatives of the Governments of France, Italy and the United States of America and the European Economic Community and World Bank, as well as with representatives of other donors. With regard to NGOs, he confirmed that he was working closely with those organizations and, in fact, chaired weekly meetings to ensure full coordination among their activities and those of UNDP.

174. The Committee recommended that the Governing Council approve a second extension of the third country programme for Albania.

E. Latin America and the Caribbean

1. Country programme approvals

El Salvador

175. The Assistant Administrator and Director, Regional Bureau for Latin America and the Caribbean (RBLAC), presented the fifth country programme for El Salvador (DP/CP/ELS/5) with a net indicative planning figure (IPF) of $6.7 million. He reminded the Committee that the Secretary-General had cited El Salvador as an excellent example of implementation of his Agenda for Peace, with assistance from the United Nations system, including UNDP. Some of the activities in 1992 included promotion of dialogue between the Government and the civil society; resource mobilization in support of the plan for reconstruction; creation of a trust fund in support of the reintegration of ex-combatants into civil life; support to the new National Police Academy; and promotion of transparency in the electoral process. The programme for 1993-1996 focused on four areas: (a) national reconstruction and strengthening of democratic institutions; (b) poverty and employment; (c) modernization of the State; and (d) environment and sustainable development. He noted that resources mobilized to carry out the work were estimated to be five times the IPF.

176. The representative of El Salvador described the historical links between his Government and the United Nations and between peace and development. He stressed the importance of continuing support from the international community to ensure the success of the peace process.

177. Several delegations highlighted the important multiplier effect of the IPF in El Salvador. It was an example of how UNDP resources could be used as seed money and was a demonstration of the support for UNDP activities on the part of the Government and other donors. One delegation emphasized the role of UNDP in the implementation of the peace agreements, noting that there was need for a clearer mandate for UNDP in the new area of activity to enable it to respond quickly to the demand for its services. Many delegations expressed support for the country programme and its areas of concentration. One considered it to be one of the best structured programmes submitted. Two delegations expressed concern for its broad scope, particularly in relation to management development. One delegation wondered whether the country programme was too ambitious in view of the present situation. The role of UNDP in coordination was commended and it was suggested that in the area of environment and development, there be more collaboration with non-governmental organizations (NGOs) and with the communities involved.

178. The Committee recommended that the Council approve the fifth country programme for El Salvador.

Saint Helena

179. The Assistant Administrator and Director, RBLAC, presented the second country programme for Saint Helena (DP/CP/STH/2) with a net IPF of $2 million. He drew attention to the physical location and limited resource base of the country as factors that contributed to the difficulty in achieving sustainable development. The main development objectives of the island were a better use of limited national resources, reduced dependence on external aid and the creation of suitable employment opportunities. UNDP cooperation would complement that of the major donor country and was targeted at three areas of concentration: (a) the universal pension scheme; (b) tourism development; and (c) the livestock development programme.

180. The representative of one delegation stated that his Government strongly supported the programme, noting that the island was located in the South Atlantic, with a population of about 5,000 people. It relied on shipping and there was no air service to the island. The island itself was not economically viable and relied to a great extent on external aid. He endorsed the focus on the development of tourism, which would provide some external earnings, and on livestock development, which would contribute to self-sufficiency. Another delegation questioned the appropriateness of placing Saint Helena under the responsibility of the Regional Bureau for Latin America and the Caribbean, since the island is nearer to the coast of Africa. He suggested that the Committee propose to the Council the possibility of giving the responsibility for Saint Helena to another regional bureau.

181. The Assistant Administrator mentioned that the reason for placing Saint Helena under the responsibility of the Regional Bureau for Latin America and the Caribbean was based on the practical consideration of transportation links. Although only 1,900 miles from Angola, there was no transportation link with that country, while there was a link between Saint Helena and the Caribbean. In response to the question raised by one delegation, he indicated that UNDP would look further into the possibility of placing Saint Helena under the responsibility of another bureau.

182. The Committee recommended that the Council approve the second country programme for Saint Helena.

2. Extensions of country programmes

Aruba, Bahamas, Barbados, British Virgin Islands, Guyana, Netherlands Antilles, Suriname and Trinidad and Tobago

183. The Assistant Administrator and Director, RBLAC, introduced the requests for a second extension of eight country programmes: first country programme for Aruba (DP/CP/ARU/1/EXTENSION II, with a net indicative planning figure (IPF) of $153,000); second country programme for the Bahamas (DP/CP/BHA/2/EXTENSION II, with cost-sharing of $65,000, no IPF); fourth country programme for Barbados

(DP/CP/BAR/4/EXTENSION II, with a net IPF of $228,000); second country programme for the British Virgin Islands (DP/CP/BVI/2/EXTENSION II, with a net IPF of $60,000); fourth country programme for Guyana (DP/CP/GUY/4/EXTENSION II, with a net IPF of $2.9 million); second country programme for the Netherlands Antilles (DP/CP/NAN/2/EXTENSION II, with cost-sharing of $762,000, no IPF); third country programme for Suriname (DP/CP/SUR/3/EXTENSION II, with a net IPF of $248,000); and fourth country programme for Trinidad and Tobago (DP/CP/TRI/4/EXTENSION II, with a net IPF of $480,000).

184. The Assistant Administrator noted the vulnerability of the countries to changes in the international economy as well as in the natural environment. Conventional indicators such as per capita income were proving to be increasingly unreliable measures of human development in the context of small island countries. With the exception of Guyana and Trinidad and Tobago, the countries under discussion had attained net contributor or similar status and had relatively small IPFs. The fifth cycle programmes for those countries were expected to be submitted to the Governing Council at its forty-first session (1994).

185. One delegation recommended that the tourism sector for Aruba be reviewed to ensure that the projections for expansion of the sector were compatible with the long-term sustainable development prospects of the island. Another delegation recommended that UNDP assistance be directed to projects that bolstered the Government's ability to promote economic development and endorsed programmes directed at training government personnel in project development, implementation and evaluation. He proposed that the sectoral orientation of the programme for Suriname be reviewed to place more emphasis on the development of cooperatives and assistance to the vegetable and fisheries sector, focusing on small producers. Further efforts to make a stock assessment of coastal resources were encouraged and support was noted for UNDP proposals to develop energy alternatives and conservation promotion, especially in rural areas.

186. The Committee recommended that the Council approve the second extensions of the country programmes for Aruba, the Bahamas, Barbados, the British Virgin Islands, Guyana, the Netherlands Antilles, Suriname and Trinidad and Tobago.

F. General discussion on country programmes

187. The Committee held a general discussion at the conclusion of its consideration of country programmes. The Assistant Administrator and Director, Bureau for Programme Policy and Evaluation, thanked delegations for their valuable comments on the fifth cycle country programmes. In summing up the discussions on the country programmes, he noted that donors, recipients and the secretariat had moved closer to a common interpretation of the guidelines contained in Governing Council decision 90/34 of 23 June 1990. However, he noted three issues on which he thought consensus had not yet been reached: the criteria for assessing whether a country programme was well-focused; the role of UNDP in aid coordination; and the question of conditionality in the use of UNDP resources.

Focusing country programmes

188. The Assistant Administrator noted that in their discussions of the fifth cycle country programmes, delegations had expressed the view that there should normally not be more than three to five areas of concentration in each country programme. That did not, however, easily translate into sectors and subsectors nor did it provide guidance on the total number of projects or activities that should be aimed at. For financial and administrative reasons, for example, a programme with a focus on one subsector might still be divided into as many as 25 projects. Vested interests, long-established relationships and the maintenance of important goodwill continued to lead to a lack of focus.

189. Delegations commented that fifth cycle programmes seemed to be surprisingly similar in focus and questioned whether that was a true reflection of national priorities. They noted that the six areas of focus identified in Governing Council decision 90/34 might have contributed to the similarity. One delegation suggested the emphasis on the six areas of focus might need to be reviewed while another found the thematic comparison across programmes highly useful. One delegation regretted that gender had received only perfunctory treatment in the programmes, with little analysis of how to address the issue. Environment, on the other hand, had been well integrated.

190. The Assistant Administrator responded that the areas of focus were in fact problem areas common to most countries. They had therefore provided a realistic focus for fifth cycle programmes in the context of an overall focus on sustainable human development, and in accordance with Governing Council decision 90/34.

191. The representatives of the Regional Bureaux commented that a serious attempt had been made to focus programmes on the areas of focus identified by the Governing Council and to limit the length of the programme documents. Despite the apparent similarity in focus at the programme level, needs of countries varied at the subprogramme level. For example, there was a difference in the ways to achieve privatization in Africa and in the newly independent states of Eastern Europe.

Aid coordination

192. The Assistant Administrator noted that some good examples of the role of UNDP in assisting host Governments in aid coordination had been mentioned (in Bolivia and Pakistan) but doubts had also been expressed on the role of UNDP in that regard. The discussion had largely focused on coordination mechanisms such as round-table conferences and consultative group meetings but the demand for day-to-day coordination in sectors and programmes was often even more important, particularly in developing the programme approach. The demand for coordination services varied from country to country and UNDP needed to outline those differences in order to lay down criteria for progress. UNDP intended to undertake further study of the demand for such coordination services to give a better picture of the potential and the limits of the role of UNDP. A report would be submitted to the Governing Council at its forty-first session (1994).

193. Delegations considered that coordination could be viewed on two levels: (a) coordination within the United Nations system to promote collaboration, with

a motivating and facilitating role for UNDP; and (b) assistance to Governments to develop the capacity to use external resources more rationally. Success in coordination was attributed to a number of factors, including the Resident Coordinator's skill in team-building and the coordination capacity of the recipient country. It was proposed that UNDP examine the factors that contributed to success and continue to develop appropriate training and support for Resident Coordinators.

194. The representatives of the Regional Bureaux noted that while the personality of the Resident Coordinator played an important role in successful coordination efforts, the interest of the host country was also important, as was the cooperation of key bilateral donors.

Conditionality

195. The Assistant Administrator noted that questions had been raised on the appropriateness of UNDP imposing conditionality on the transfer of its resources. He stressed that the term had been created by the IMF to describe a negotiating situation that pertained specifically to the Fund's mode of operation. He pointed out that UNDP could not impose formal conditions on recipient countries. UNDP could only build on conditions related to effectiveness and impact rather than establish overall policy conditions that could hold the country programme in abeyance. The Administrator could refuse to release project funds if agreed counterpart inputs were not available. Under the programme approach, policy conditions related to the success of a specific programme might also be agreed to by the parties. This could lead to a redirection of resources to other programmes if the agreed policy environment was not in place. The Administrator could withhold formulation of the country programme as a whole only if some major disaster or breakdown occurred, as in the case of Somalia.

196. Several delegations cited the legislative basis for UNDP assistance and its emphasis on neutrality and flexibility to benefit recipient countries. They urged that political conditionality no longer be a feature in the approval of country programmes. The current trend was harmful to UNDP. On the other hand, it would be naive to expect assistance without some conditions pertaining to performance and need.

197. Other delegations pointed out the tension surfacing between conditionality and national sovereignty, stressing that the principle at stake was one of accountability rather than conditionality. The Governing Council was responsible for approving how best to allocate resources. They cautioned against a return to the language of the 1970s and stressed that there was agreement that development policy in the 1990s must focus on people and that a strategy to that end could be successful only if conditions were right, i.e., if the economic situation, political climate and social and human rights situation were conducive to programming; thus the enabling environment should be adequate for the efficient implementation of UNDP programmes. Reliance on lessons learned and performance indicators could contribute to an assessment of the conditions needed for effective programming.

G. Other issues

Evaluation and feedback

198. Delegations observed that while the overall formulation of the country programmes was good, the assessment of lessons learned and constraints encountered had not been given adequate attention in most of the fifth cycle programmes. It was therefore difficult to determine whether tangible results had been achieved. There was too little focus on impact, possibly because of the lack of measurable performance indicators. There was a need to link evaluation more to planning and to develop further the necessary modalities. Apparently too little time was devoted by the field office to in-depth analysis of experience and to the needs of the recipient countries. On the other hand, the image and visibility of UNDP had improved when the organization played a role in analysis and information collection and dissemination.

199. The Assistant Administrator and representatives of the Regional Bureaux agreed that evaluation and feedback should be streamlined and become a more integral part of the culture of the organization. As a result of new programming approaches, support cost arrangements and decentralization, the administrative workload of field offices needed to be reviewed in relation to the substantive analysis, information dissemination and coordination roles to be undertaken.

Other comments

200. Delegations welcomed efforts to include the participation of concerned country representatives in the presentations of the country programmes to the Committee. It was suggested that a summary table be prepared on the fifth cycle programmes showing approvals, extensions and dates of the mid-term reviews. The usefulness of the matrix on the six areas of focus in the country programmes was questioned and it was proposed to include information on the staffing of respective field offices. It was noted that while programme delivery might be treated in detail in the programme support document, some information might also be included in the country programme document. The country programme document could be useful as a frame of reference for external use, as was the case for certain World Bank documents. The link between the advisory note for the country programme and the proposed country strategy note for United Nations system assistance needed to be explored. One delegation asked why the fifth cycle indicative planning figures (IPFs) for Latin America were so small. Another delegation said he had noticed a distinct style emerging in the programmes for different regions and wondered how much cross-over there was from one region to another, for example in terms of staffing. The optimal time for field visits was also raised.

201. In reply to several questions, it was noted that there seemed to be no optimal time for field visits, in view of the rolling nature of programming. In Latin America, UNDP had evolved from a management function to a key partner in fund-raising. IPF resources for Latin America, allocated according to the general formula agreed to by the Governing Council, were increasingly being supplemented by cost-sharing that far exceeded core resources. Regional differences in approach to programming stemmed from the realities in the field as well as the general organizational culture. Country programme management

plans were being further refined to provide better support to programming as it evolved. The Assistant Administrator and the representatives of the Regional Bureaux thanked delegations for their thought-provoking comments and in-depth interest in the fifth cycle programmes.

CHAPTER IV. UNITED NATIONS POPULATION FUND

202. The UNFPA Deputy Executive Director (Programme) provided a brief overview of the 15 country programmes being submitted to the Council this year for its consideration and approval. He noted that UNFPA programmes continued to pay greater attention to the implementation of General Assembly resolutions 44/211 and 47/199, which, among other things, called upon the agencies and organizations of the United Nations system to promote national execution, decentralization and the programme approach. The Fund recognized that qualified human resources were a prerequisite for national execution. Thus, the strengthening of national technical and managerial capacities constituted one of the most critical functions of UNFPA country programmes. To make national execution more effective, and to assist Governments in developing, implementing, monitoring and evaluating national population programmes, UNFPA field offices drew first and foremost upon national experts. This was supplemented, when needed, by the Fund's country support teams and other sources of technical assistance.

203. Two delegations commented on the UNFPA country programmes in general. One reiterated a request it made last year that UNFPA introductions to each country programme include information on the following three items: (a) the status of donor coordination in-country; (b) the country's contraceptive needs and how the proposed UNFPA country programme would address those needs; and (c) the critical factors facilitating or constraining the success of the programme. The delegation asked UNFPA to identify the major donors in each country in the population field; to note whether in-country coordination had been effective; and to describe the Fund's role in donor coordination in the country.

204. The other delegation commented on the general structure and content of the country programmes as a whole. She said that her delegation would have liked the programmes to be more analytical and problem oriented in their approach, concentrate more on constraints to programme implementation, discuss the strategies devised to facilitate the success of the programme in each country, and show how the programme related to UNFPA's mandate and policy.

Sub-Saharan Africa

205. The Director of the Africa Division made a general introductory statement concerning the 11 country programmes being submitted for the region. He noted that the programmes had been developed in line with the needs identified by the Governments concerned and in accordance with the priority areas identified in the strategy for UNFPA assistance in sub-Saharan Africa, as set forth in document DP/1987/37 and approved by the Council in decision 87/30.

206. Two delegations made general comments about the 11 sub-Saharan African country programmes being presented to the Council. One commended UNFPA for

having fulfilled its coordination function with other actors in the region, in particular with the World Bank and the African Development Bank. He congratulated the Fund for the way in which it had convinced these organizations to take population into account in their programmes. He was concerned, however, that the targets of some of the programmes were not realistic. He felt that UNFPA had a responsibility to help Governments set realistic and attainable targets. He encouraged UNFPA to make greater use of national and regional expertise, notably that available in the Economic Commission for Africa and the Centre for Applied Research on Population and Development (CERPOD). He said his delegation was satisfied to see that many of UNFPA's country programmes went well beyond simply providing family planning services and addressed the population question in Africa in all its dimensions.

207. The other delegation asked if the country programmes being submitted by UNFPA had been affected by the recent decline in UNFPA resources in the region. He asked what UNFPA planned to do to ensure that the programmes in Africa would not experience further setbacks. He recounted the numerous difficulties most countries in the region faced in terms of resources and infrastructure and appealed to donors to increase their assistance to the countries of the region.

208. The Director of the Africa Division responded that the decline in resources was a critical factor for all programmes in the region. However, UNFPA had attempted to address this problem by seeking additional funds from extrabudgetary resources, for example through multi-bilateral arrangements for specific activities. He agreed that the targets of some of the programmes were somewhat ambitious, but pointed out that such targets were usually based on those set by the Governments themselves. The fact that African Governments had set demographic targets was in itself a major accomplishment, since most Governments in the region had been extremely reluctant to do so until very recently.

209. The Director then introduced each of the 11 country programmes separately.

Central African Republic

210. UNFPA proposed a comprehensive four-year population programme in the amount of $4.6 million, of which $3.6 million would be programmed from regular resources. UNFPA would seek to provide the remaining $1 million from a combination of sources, including multi-bilateral sources.

211. The main objectives of the proposed programme were: (a) to reduce infant and maternal morbidity and mortality, primarily through the increased use of effective family planning methods; (b) to arrest the spread and reduce the incidence of infertility; (c) to sensitize the population, particularly adolescents, about the importance of responsible parenthood and effective child-spacing; and (d) to improve the status and condition of women and heighten their participation in the socio-economic development of the country through, among other things, the effective implementation of maternal and child health and family planning (MCH/FP) activities.

212. Several delegations commented on the proposed programme. One asked why the programme focused on only the western and southern portions of the country and

not on the whole country. He also asked if other agencies would cover the rest of the country and how UNFPA planned to coordinate its activities with them. Another delegation, noting that UNFPA had had problems with an executing agency in its previous cycle of assistance, asked if that agency would be involved in the new programme. He welcomed the programme's emphasis on collaboration with other organizations active in the country and, in this regard, asked what UNICEF was doing in the area of MCH/FP and what input UNFPA would have in its activities. He concluded by asking if UNFPA intended to subsidize the salaries of national staff as a way of motivating them.

213. The Director of the Africa Division responded that UNFPA did not have the resources to cover the entire country with its programme. The Fund therefore had to concentrate on improving service delivery in selected areas of the country. In future, such services could gradually be extended to the rest of the country. He stated that UNFPA would not use the executing agency in question in the proposed programme, but would instead explore other means of executing UNFPA-supported activities, including national execution. The Director noted that UNFPA would make use of the service delivery network of UNICEF's expanded programme of immunization (EPI) to deliver family planning services. The EPI network extended to the grass-roots level and thus was ideal for reaching those in rural areas. Concerning the question on subsidizing the salaries of national staff, the UNFPA Deputy Executive Director (Programme) pointed out that, as a matter of policy, UNFPA did not provide salary supplements to government staff. He further noted that the Fund was working closely with its partner organizations in the Joint Consultative Group on Policy (JCGP) to devise a standard salary scale for all government staff working with the five partner organizations.

214. The Standing Committee recommended that the Governing Council approve the third UNFPA country programme for the Central African Republic (DP/FPA/CP/126).

Côte d'Ivoire

215. UNFPA proposed a four-year population programme in the amount of $5.6 million, of which $4.9 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $700,000 from a combination of sources, including multi-bilateral resources.

216. The objectives of the programme were to: (a) help the Ministry of Health and Social Protection to formulate a national MCH/FP programme and to assist it in providing family planning services; (b) enhance the technical capabilities of the Ministry of Economy, Finance and Planning for integrating population factors into the development programme and assist it in determining the basic components of a population policy; and (c) to continue activities aimed at improving the standard of living of Ivorian women.

217. One delegate noted that the UNFPA programme appeared to be specifically designed to build upon components supported by other donors, most notably in the efforts to help the Government formulate a national MCH/FP programme. He noted, however, that the programme did not specifically mention contraceptive commodities, even though it intended to provide assistance to renovate, equip and supply 20 rural maternities and clinics. He therefore asked UNFPA to

clarify whether contraceptives would be among the items supplied to these clinics.

218. The Director of the Africa Division confirmed that contraceptives would in fact be provided to the clinics.

219. The Standing Committee recommended that the Governing Council approve the third UNFPA country programme for Côte d'Ivoire (DP/FPA/CP/131).

Ethiopia

220. UNFPA proposed a comprehensive five-year population programme in the amount of $19 million, of which $11 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $8 million from a combination of sources, including multi-bilateral resources.

221. The objectives of the proposed programme were to: (a) develop and implement the National Population Policy and a comprehensive Plan of Action; (b) expand and improve the quality of maternal and child health and family planning (MCH/FP) services in order to reduce maternal mortality and morbidity and infant mortality; (c) increase the contraceptive prevalence rate from 4 to 12 per cent and reduce the total fertility rate and adolescent pregnancies; (d) develop and implement a comprehensive national population IEC programme; (e) strengthen the national capacity to conduct population research and to integrate population factors into development planning; (f) help develop human resources to increase self-reliance in the design, management and evaluation of population programmes; and (g) improve the status of women and augment their participation in the development process.

222. Numerous delegations commented on the proposed programme. Two delegations asked if the proposed programme represented the best use of scarce resources. They felt the programme lacked strategic focus and that the resources were spread too thinly over too many activities. One agreed with the programme's eight objectives individually but inquired if UNFPA could possibly do all these things given its limited resources. This delegation felt that data collection received too much emphasis; another delegation, however, felt it was appropriately funded. A third delegation asked if the programme included activities in Eritrea or if it dealt only with Ethiopia.

223. The Director of the Africa Division noted that the delegate answered his own question when he said he agreed with all eight objectives individually. All were important to the success of the programme. UNFPA was the major external assistance agency in the population field in Ethiopia. It therefore had the responsibility to take the lead. As other donors began to support and participate in individual areas, UNFPA could then concentrate on the other areas. The Director stressed that the census was particularly crucial at this time, particularly in view of the dramatic changes taking place in the country. Moreover, it was a government priority. The Fund hoped to attract substantial additional support for the census. This was discussed at a meeting convened by the Government in May, although the results of that meeting were not yet known. He clarified that the proposed programme did not include Eritrea.

224. The Standing Committee recommended that the Governing Council approve the third UNFPA country programme for Ethiopia (DP/FPA/CP/132).

Guinea-Bissau

225. UNFPA proposed a comprehensive five-year population programme in the amount of $3.8 million, of which $2.6 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $1.2 million from a combination of sources, including multi-bilateral resources.

226. The broad objectives of the proposed programme were to: (a) strengthen and expand the integrated family planning programme of the Government by promoting family planning both in and outside health facilities; (b) sensitize the population in general and leaders in particular and bring about changes in attitudes towards population and family planning issues; and (c) provide a coherent framework for all population activities through support for the preparation of a population policy.

227. Several delegations commented on the proposed programme. One said it would like to see UNFPA work more closely with NGOs and with national organizations. This delegation asked how UNFPA planned to distribute contraceptives to the rural population, which made up 80 per cent of the total population. This point was echoed by another delegation, who felt that the family planning activities of the programme seemed to focus on urban facilities. This same delegation thought it might be more effective to involve NGOs in efforts to strengthen women's activities rather than use the newly established Ministry for the Promotion of Women for this purpose. A third delegation inquired why adolescents and young males had not been addressed in the programme.

228. The Director of the Africa Division said that UNFPA planned to make use of the UNICEF service delivery network in rural areas, as well as those of NGOs, to distribute contraceptives. He said that the programme did address the needs of adolescent males, but did so indirectly through family life education in the formal school system. He said that the Fund also hoped to reach adolescents through its information, education and communication activities.

229. The Standing Committee recommended that the Governing Council approve the second UNFPA country programme for Guinea-Bissau (DP/FPA/CP/124).

Madagascar

230. UNFPA proposed a comprehensive five-year population programme in the amount of $7 million, of which $5 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $2 million from a combination of sources, including multi-bilateral resources.

231. The specific goals of the programme were: (a) to reduce the maternal and child mortality rate by 25 per cent by expanding accessibility to integrated MCH/FP services; (b) to increase family planning coverage and the contraceptive prevalence rate from 3 per cent in 1992 to 14 per cent in 1997; (c) to improve the status and the role of women in the development process by assisting in the

design of a national strategy and programme for the advancement of women; and (d) to enhance knowledge of demographic indicators for planning and evaluation purposes.

232. Several delegations commented on the proposed programme. One commended UNFPA for its work in creating awareness among parliamentarians of the need to adopt a population policy. The delegation expressed concern, however, that the programme did not adequately take into account the country's subregional differences or address the unique situation of Malagasy women. It further noted that the main problem in the area of contraceptive supply was that of distribution. The delegation also noted that coordination was a major problem in Madagascar. Another delegation suggested using NGOs as an alternative to government programmes, particularly since the Government had had difficulty in programming population funds in the past.

233. The Director of the Africa Division agreed that coordination had not been very effective despite the considerable efforts of UNFPA and others to improve it. The Fund was hopeful, however, that the establishment of the interministerial technical committee for coordination, as called for in the proposed programme, would enhance coordination of the programme's activities. He also agreed about the subregional diversity of Madagascar and about the unique situation of Malagasy women. That was why UNFPA engaged a highly regarded Malagasy women researcher to devise the strategy for the women, population and development sector. He further agreed that the distribution of contraceptives was a serious problem. UNFPA therefore planned to make use of the distribution facilities of other organizations, especially in the provinces. The Fund welcomed the suggestion to make greater use of NGOs as implementing agencies, but preferred an integrated approach using both governmental and non-governmental organizations.

234. The Standing Committee recommended that the Governing Council approve the third UNFPA country programme for Madagascar (DP/FPA/CP/121).

Mali

235. UNFPA proposed a comprehensive four-year population programme in the amount of $5.2 million, of which $3.2 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $2 million from a combination of sources, including multi-bilateral resources.

236. The immediate objectives of the proposed programme were: (a) to help reduce the population growth rate by promoting family planning; (b) to reduce maternal and infant mortality; (c) to assist the Government in elaborating and implementing a strategy to enhance the integration of women into the development process; and (d) to make accurate data on mortality and migration available for national development planning.

237. One delegation felt that the recent installation of a democratic government in Mali would enhance the advocacy role of UNFPA. The delegation wondered why this had not been mentioned in the document. The delegation also asked for more information on how UNFPA intended to use CERPOD in the proposed programme and what UNFPA's experiences had been regarding the State Secretariat for Women's

Promotion. The delegation noted that the objectives in the area of MCH/FP did not seem entirely realistic.

238. The Director of the Africa Division agreed that the installation of a democratic government would enhance the Fund's advocacy role. The omission of this point had been an oversight. UNFPA would continue to make use of CERPOD in selected MCH/FP and census activities. The Fund's experience with the State Secretariat for Women's Promotion had been quite positive. The Secretariat had conducted an interesting study on the situation of women in Mali as well as a study on female circumcision, which was later the subject of a seminar organized by the Secretariat. In general, however, UNFPA was striving to make use of all women's organizations in distributing contraceptives at the grass-roots level. The Director of the Africa Division pointed out that the objectives in MCH/FP were ambitious, but attainable if pursued with great effort.

239. The Standing Committee recommended that the Governing Council approve the third UNFPA country programme for Mali (DP/FPA/CP/130).

Rwanda

240. UNFPA proposed a comprehensive five-year population programme in the amount of $7 million, of which $4.5 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $2.5 million from a combination of sources, including multi-bilateral resources.

241. The specific objectives of the programme were to assist the Government in reducing its population growth rate from 3.4 per cent to 2.8 per cent by increasing the contraceptive prevalence rate from 12 per cent to 28 per cent and by reducing the contraceptive drop-out rate by 50 per cent and the total fertility rate from 7.9 to 6.2 children per woman.

242. Several delegations commented on the proposed programme. Two delegations expressed concern about the current political situation in the country and asked why the programme had not taken this adequately into account. One of them inquired in this regard if UNFPA had considered putting a much larger amount into programme reserve, as UNDP had recently done in its programme for Rwanda. One delegation identified three areas that seemed to have been neglected in the programme: a women's strategy, which she felt should have been given priority; the prevalence of HIV/AIDS and the importance of condoms as a preventive measure; and the special needs of adolescents. Another delegation asked why UNFPA had not encouraged the Government to adopt much more realistic and attainable objectives in the national population policy it adopted in 1990. This same delegation observed that the country programme did not seem to address the unique problems of Rwanda and thus inquired more generally if there was not too much of standardization of UNFPA programmes.

243. The Director of the Africa Division noted that UNFPA had in fact encouraged the Government to revise the objectives of its national policy downward, which it did. The Fund would continue its dialogue with the Government in this regard, although it was satisfied with government efforts at target setting. He further noted that UNFPA had structured the programme in such a way as to minimize the effects of the current political situation, focusing its activities

in three provinces that were more or less at peace. UNFPA agreed that the programme should give more attention to HIV/AIDS and to adolescents, and assured the Committee that the Fund would take measures to strengthen UNFPA assistance in these areas. Concerning the observation that the programme did not seem to address the unique problems of Rwanda, the Director of the Africa Division reminded the Committee that the programme was based on the findings and recommendations of a UNFPA Programme Review and Strategy Development (PRSD) mission that visited the country in April 1992. It also took into account the inputs from the Fund's major collaborating partners, including the World Bank, USAID, UNDP, the German Agency for Technical Cooperation (GTZ) and various NGOs.

244. The Standing Committee recommended that the Governing Council approve the third UNFPA country programme for Rwanda (DP/FPA/CP/127) subject to findings and recommendations of an interim report highlighting the progress of the programme, which is to be submitted to the Governing Council at its forty-first session (1994).

Sao Tome and Principe

245. UNFPA proposed a comprehensive four-year population programme in the amount of $1.8 million, of which $1.3 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $500,000 from a combination of sources, including multi-bilateral resources.

246. The immediate goals of the proposed programme were, inter alia: (a) to increase the modern contraceptive prevalence rate from 7.6 per cent to 20 per cent; (b) to expand the provision of integrated MCH/FP services in rural areas and to targeted population groups; (c) to reduce the number of abortions; (d) to strengthen the national capacity for managing its MCH/FP programme; (e) to help improve women's health through IEC and MCH/FP activities; and (f) to introduce population education and family life education into the formal school system.

247. One delegation, noting that the UNFPA Country Director was not resident in the country, asked how UNFPA planned to coordinate its programme, in particular with its partner organizations in the JCGP and with WHO. The delegation also asked what percentage of the population was covered by family planning services.

248. The Director of the Africa Division explained that the UNFPA Country Director resident in Angola made periodic visits to Sao Tome and Principe as part of his official responsibilities. During such visits, he routinely consulted with pertinent government and agency representatives to discuss the coordination of their respective activities. He then briefed the UNDP Resident Representative who also served as the UNFPA Representative in the field. The Director did not have the exact figure for the coverage of family planning services, but promised to provide the figure immediately after the session.

249. The Standing Committee recommended that the Governing Council approve the second UNFPA country programme for Sao Tome and Principe (DP/FPA/CP/125).

Sierra Leone

250. UNFPA proposed a comprehensive five-year population programme in the amount of $5.2 million, of which $3.5 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $1.7 million from a combination of sources, including multi-bilateral resources.

251. The immediate objectives of the proposed programme were: (a) to help reduce maternal and infant morbidity and mortality levels by extending family planning services, increasing contraceptive prevalence and promoting responsible parenthood; (b) to support action-oriented programmes in the area of women, population and development; (c) to strengthen the institutional capacity and develop the human resources needed to implement the country's population programme successfully; and (d) to help provide reliable data for national development planning.

252. One delegation commended the focus of the programme and the innovative use of the extended programme of immunization (EPI) service delivery network of UNICEF. The delegation also recommended making greater use of NGOs wherever possible.

253. The Director of the Africa Division thanked the delegation for its useful and supportive comments.

254. The Standing Committee recommended that the Governing Council approve the second UNFPA country programme for Sierra Leone (DP/FPA/CP/122).

Uganda

255. UNFPA proposed a comprehensive four-year population programme in the amount of $14 million, of which $8 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $6 million from a combination of sources, including multi-bilateral resources.

256. The proposed programme would seek: (a) to improve the availability, accessibility and quality of MCH/FP services in selected major health centres in participating districts; (b) strengthen information, education and communication (IEC) counselling and family planning services and create closer linkages among IEC, family planning and EPI services; (c) develop action plans to improve the health status of women and adolescents; and (d) help the Government develop a population policy.

257. Several delegations commented on the proposed programme. One felt that the programme employed a somewhat conservative approach given the magnitude of the problems the country faced. His delegation would have liked a more critical analysis of these problems as well as greater recognition of the need to strengthen the country's capacity to monitor population activities. It also would have welcomed more attention to problems arising from low staff salaries. The delegation, noting that UNFPA would provide part of the country's contraceptive requirements, asked if there was any possibility of overlap with USAID in this endeavour. The delegation asked why UNFPA had decided to expand the current service network from 13 to 16 districts rather than from 13 to

26 districts, as originally planned in the document being submitted to the Council.

258. The Director of the Africa Division said that low salaries for government staff was a problem for all donors in Uganda. UNFPA was working with other United Nations organizations to devise a common United Nations system of incentives, which, it was hoped, would help alleviate the problem. The Fund decided to scale back the number of districts from 26 to 16 because it realized its limitations. This would enable UNFPA to consolidate and strengthen service delivery in existing areas. The Director confirmed that USAID did also provide contraceptives in Uganda. However, UNFPA and USAID had a close working relationship in-country, and the two organizations routinely consulted on such programme matters. Thus there was no possibility of overlap.

259. The Standing Committee recommended that the Governing Council approve the third UNFPA country programme for Uganda (DP/FPA/CP/128).

Asia and the Pacific

260. The Director of the Asia and Pacific Division (APD) introduced the proposed UNFPA country programme for Pakistan, and the UNFPA Country Director for the Lao People's Democratic Republic introduced the UNFPA country programme for the Lao People's Democratic Republic.

Lao People's Democratic Republic

261. UNFPA proposed a comprehensive four-year population programme in the amount of $3.5 million, of which $2.5 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $1 million from a combination of resources, including multi-bilateral resources.

262. The proposed programme would assist the Government in achieving its expressed goal of reducing infant and maternal mortality rates by 25 per cent by the year 2000, primarily by promoting Safe Motherhood through the extension of MCH/birth-spacing services, and in developing the national capacity to integrate population factors into development planning.

263. Several delegations expressed support for the proposed programme.

264. The Standing Committee recommended that the Governing Council approve the first UNFPA country programme for the Lao People's Democratic Republic (DP/FPA/CP/120).

Pakistan

265. UNFPA proposed a comprehensive five-year population programme in the amount of $30 million, of which $20 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $10 million from a combination of sources, including multi-bilateral resources.

266. The proposed programme would seek to assist the Government in, inter alia: (a) expanding the coverage of family planning services, including contraceptives, and improving the training programme for village-level family planning fieldworkers and their supervisors; (b) supporting NGOs in launching innovative projects in family planning and expanding service networks in rural areas; (c) developing and launching a national population communication plan; and (d) enhancing the capability of the federal Ministry of Population Welfare and provincial Departments of Population Welfare to plan, implement and monitor population programmes.

267. Numerous delegations commented on the proposed programme. Several appreciated the focus on rural areas and welcomed UNFPA's efforts to strengthen the status of women. One delegation, noting the ambitiousness of the programme, asked if it was too optimistic, particularly in view of the Fund's past experiences in the country. Another delegation commended the Fund for the innovativeness of the programme, in particular the programme to train a cadre of female villagers in family planning techniques and family planning motivation. This delegation emphasized the need to develop method-specific information materials for use during counselling on family planning.

268. The Director, APD, thanked delegations for their strong support and constructive suggestions. He agreed that the programme was optimistic, but he felt that such optimism was warranted. Unlike past efforts in Pakistan, this programme was focused in the rural areas and made extensive use of village volunteers and village workers. The programme was based in the rural areas, supervised in the rural areas and backed by appropriate training and an adequate supply of contraceptives.

269. The Standing Committee recommended that the Governing Council approve the fifth UNFPA country programme for Pakistan (DP/FPA/CP/134).

Latin America and the Caribbean

270. The Officer-in-Charge of the Latin America and Caribbean Division (LAC) provided a brief overview of the Fund's recently adopted strategy for the Latin American and Caribbean region. She noted that the strategy concentrated on improving women's reproductive health, with a major emphasis on reducing abortion and unwanted and adolescent pregnancy and on increasing contraceptive prevalence. She then introduced the two country programmes being submitted from the region.

Colombia

271. UNFPA proposed a comprehensive four-year population programme in the amount of $5 million, of which $3 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $2 million from a combination of sources, including multi-bilateral resources.

272. The objectives of the proposed programme were to: (a) develop a formal and explicit national population policy and a comprehensive national population programme; (b) increase the use of effective family planning methods and reduce

the unmet needs for family planning services; (c) increase the understanding of responsible sexual behaviour, responsible parenthood and family planning; and (d) strengthen institutional capacity to implement population activities, especially in the context of decentralization.

273. Numerous delegations expressed strong support for the proposed programme. One delegation sought clarification on the Fund's working relationship with the Pan American Health Organization (PAHO), particularly in light of paragraph 15 of the document, which noted that PAHO had provided only limited technical advisory services in the previous cycle of assistance.

274. The Officer-in-Charge, LAC, thanked delegations for their strong support for the programme. She said that UNFPA had had a long and excellent working relationship with PAHO, both in the region and in Colombia. The Fund expected to continue to work closely with PAHO, although its role as executing agency in Colombia would be decided with the Government at the time of project formulation.

275. The Standing Committee recommended that the Governing Council approve the second UNFPA country programme for Colombia (DP/FPA/CP/123).

Guatemala

276. UNFPA proposed a comprehensive four-year population programme in the amount of $3.5 million, of which $2 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the remaining $1.5 million from a combination of sources, including multi-bilateral resources.

277. The programme would pursue three long-range objectives: (a) the development of a comprehensive population programme legitimated by a population policy and integrated into overall government activity; (b) the provision of full access to the necessary knowledge, information and services for the exercise of the principle of "responsible parenthood and the right of individuals to decide freely the number and spacing of their children", as stated in the Constitution; and (c) the important participation of women in all population activities.

278. Numerous delegations expressed strong support for the proposed programme. Several asked, however, if and how the recent political developments in the country would influence the programme.

279. The Officer-in-Charge, LAC, thanked delegations for their strong support for the proposed programme. She pointed out that the programme was scheduled to start in January 1994. The Fund did not anticipate any difficulties in implementing the programme and hoped that the current situation in Guatemala would have been resolved by that time.

280. The Standing Committee recommended that the Governing Council approve the third UNFPA country programme for Guatemala (DP/FPA/CP/133).

Concluding remarks

281. In his closing remarks, the UNFPA Deputy Executive Director (Programme) identified three main issues that emerged from the discussions. The first concerned the structure and content of the country programme reports. UNFPA took note of the point made by several delegations that the reports were not sufficiently analytical or problem oriented. The Fund would review the basic format of the presentation with a view to improving it in these regards. He reminded the Committee, however, that the reports presented to the Council were based on the findings and recommendations of the Fund's Programme Review and Strategy Development (PRSD) reports, which were very analytical and comprehensive and also available to Council members.

282. The second issue concerned the focus of UNFPA activities. Some delegations felt that the Fund was trying to do too much with the fairly limited resources at its disposal. He reminded Committee members that UNFPA worked within a concept: to be effective, family planning services had to be supported by IEC activities, which in turn needed a strong national population policy and programme to ensure sustainability, which in turn required reliable, relevant and current data. He thus underscored that the concept was sound but that much more resources were required.

283. The third issue concerned the request that UNFPA include in its country programme reports information on (a) the status of donor coordination in-country; (b) the country's contraceptive needs and how the proposed UNFPA country programme would address those needs; and (c) the critical factors facilitating or constraining the success of the programme. He assured the Committee that all future UNFPA country programme submissions would provide information on these three items.

CHAPTER V. FIELD VISITS

284. Reports were presented by the delegations of Lesotho and Pakistan on two field visits, each lasting two weeks and undertaken in April and May 1993. Participants from 11 member States of the Governing Council visited Benin and Burkina Faso, and 10 participants visited El Salvador and Jamaica. Each team was accompanied by a senior official from UNDP headquarters.

285. The reports of the teams on their observations covered a number of topics: the programme approach; the comparative advantages of UNDP; national capacity-building and national execution; decentralization; coordination; agency support costs; headquarters/field communications; Office of Project Services; private sector in development; women in development; technical cooperation among developing countries (TCDC), environment and development; HIV/AIDS; United Nations Volunteers; administrative issues such as common premises; and United Nations Population Fund (UNFPA)-specific issues.

286. Participants commented favourably on the manner in which the visits, including project visits, had been organized. The teams were briefed by UNDP/UNFPA staff at headquarters and subsequently by the offices of UNDP Resident Representatives and UNFPA Country Directors in the field. The terms of reference developed by the Standing Committee at its meeting in February 1992

had provided helpful guidance for the preparation of the visits in the field. However, in the light of experience, certain aspects of the terms of reference needed refinement so that future field visits could be more sharply focused on a manageable number of issues, particularly for visits of five working days per country.

287. While acknowledging that in-depth familiarization with the operations of UNDP/UNFPA field offices had not been possible in the short time available, the participants shared the view that the programme of discussions and project visits enabled them to acquire a better grasp of UNDP and UNFPA support to development efforts in countries visited. It was also considered that the informal discussions of the Committee on the reports had been useful.

288. Delegations proposed that the terms of reference for future field visits should continue to emphasize that the visits were intended to be of an informative nature and should focus on operational and programmatic activities of the respective country programmes; also that sensitive areas such as national security or other political issues would remain outside the scope of the terms of reference. The possibility of preparing reports on the field visits during the visits was discussed.

289. The Committee also reviewed the report of the Bureau of the Council containing a synthesis of the findings and recommendations of the field visits to 12 countries in 1992 (DP/1993/66) as requested at its meeting in February 1993. The document was found to be comprehensive and informative. Several delegations stated that the synthesis of the findings and recommendations on various programming and administrative issues in the field provided a useful reference for the Committee for consideration of the specific issues under its broader programme of work.

290. Delegations considered that to maximize the benefits of the visits for the work of the Governing Council, participation in future field visits should include government delegates who participated in the work of the Council. The widest possible geographical representation and appropriate gender balance should be maintained in the composition of the teams.

291. It was also suggested that the presence of the Resident Representative or his senior staff in all meetings and project visits, while useful, was not required in some cases. Moreover, issues selected for examination should primarily be priority issues specific to the countries visited.

292. The Secretary of the Governing Council outlined plans for future field visits in 1993 and 1994. Visits to Albania and Uzbekistan were planned for August 1993. In January 1994, two countries in the Asia and Pacific region would be visited. In April/May 1994, two countries in the African region would be visited. In addition, visits were planned to two countries in the Arab region. In this connection, one delegation expressed the wish that a field visit be organized to the Occupied Palestinian Territories; this was supported by other delegations. Subject to budgetary resources, a field visit to two countries in Latin America and the Caribbean region would be planned for April/May 1994. Consultations would be undertaken with Governments in order to identify the countries for field visits being planned for 1994.

293. The terms of reference for the field visits were revised by an informal working group of the Committee and approved by the Committee. The revised terms of reference are contained in the annex to the present report.

CHAPTER VI. EVALUATION

294. The Standing Committee had before it the report of the Administrator on evaluation (DP/1993/26). In his introduction, the Director of the Central Evaluation Office (CEO) noted that the report discussed, inter alia, progress in implementing the strategy for monitoring and evaluation for the fifth programming cycle and in developing an evaluation methodology with respect to the six areas of focus. It summarized the status of other work undertaken by CEO on the strengthening of national monitoring and evaluation capacity, ex-post evaluation, feedback of evaluation findings, databases and publications.

295. The Director drew attention to the shift from project- to programme-level evaluations and the successful decentralization of the management of project evaluations to the Regional Bureaux. He mentioned that draft guidelines for assessing capacity-building were being prepared that would propose a different approach to establishing indicators of progress, including the six areas of focus established in decision 90/34 of 23 June 1990. He noted the need for an improved system for monitoring programme implementation based on criteria determined at the formulation stage. Participation of target beneficiaries in monitoring and evaluation also needed to be addressed. He also noted that guidelines for country programme evaluations had been prepared; CEO had been involved in the incorporation of monitoring and evaluation structures into new programme initiatives; and a preliminary assessment of the pilot phase of the Sustainable Development Network and an evaluation of the Global Environment Facility were being undertaken. UNDP continued to convene an Inter-Agency Working Group on Evaluation, and the members of the Joint Consultative Group on Policy (JCGP) were working closely with the JCGP subgroup on harmonization in the follow-up to General Assembly resolution 47/199 of 22 December 1992. Finally, three initiatives (feedback study, questionnaire and statistical analysis), undertaken over the past year to examine and determine the role of feedback of evaluation findings in UNDP, were mentioned and the preliminary conclusions summarized.

296. The quality of the report was commended by delegations, who noted its comprehensiveness and strategic approach. They underlined the importance of evaluation and its orientation towards results and impact. They welcomed the importance attached in the report to capacity-building for evaluation and monitoring, both inside UNDP and at the national level. One delegation noted the importance of ensuring quality control in evaluations, particularly in those carried out by end-users and by implementers.

297. Delegations stressed that CEO should continue to concentrate its evaluations on impact and not only on process, should emphasize quantitative data and methods, and should undertake more methodological studies. It should also be involved in setting priorities, linking evaluation to strategic planning, and developing indicators in such areas as poverty alleviation and capacity-building. One delegation noted the importance of close senior management involvement in determining the evaluation agenda of future studies,

and directly applying the results to priority-setting for future activities. Several delegations stressed the need to set up evaluation indicators that could serve as a basis for an early-warning system. One delegation noted the importance of incorporating into the evaluation economic dimensions such as: economic benefits, cost-effectiveness, financial sustainability of activities, and relationship between programme activities and economic growth.

298. Many delegations stressed the need for feedback and requested that a synopsis of the feedback study be provided to the Governing Council at its forty-first session. It was essential for UNDP to show results and to indicate what worked or did not work, and why. The use of baseline surveys was encouraged.

299. Several delegations reiterated that mechanisms for coordination between different bodies of the United Nations system should be developed in order to make the best use of limited resources, to encourage complementarity and to enhance impact through joint efforts. The contribution of UNDP to a common United Nations system approach to evaluation and UNDP participation in efforts in the JCGP working group on harmonization was underlined. Some delegations also encouraged UNDP in its ongoing cooperation with the OECD-DAC evaluation group. One delegation further urged UNDP to focus more attention on its potential strength in the new area of institutional evaluation as it related to national capacity-building.

300. With respect to the African economists programme, a few delegations suggested that UNDP use all available reliable sources of data, national as well as external, and help strengthen data collection at the national level. The representative of the Department for Development Support and Management Service emphasized in that connection the role that his Department could play in contributing to available information for field offices to keep abreast of economic developments at the country level in order to ensure the smooth functioning of United Nations programmes. One delegation stressed that the Field Economist Programme had been established to support the agreed aim of decentralization to the field. The economists should support Resident Representatives flexibly in response to country needs without overinstitutionalized links to DOSMS. The economists should be able to benefit from a variety of sources of information.

301. Many delegations expressed the view that the work of CEO was not widely known and suggested that Governing Council members be informed of the availability of new evaluation reports. There was a need to provide more information to the international community on UNDP responsiveness to its concerns. Evaluation reports could help inform national parliaments when the level of future contributions to UNDP was being discussed. It was noted by one delegation that the case studies for China and India on monitoring the programme approach would be of great value.

302. Another issue raised by several delegations was the staffing of CEO. With reference to Governing Council decision 92/24 of 26 May 1992, in which the Council called on UNDP and the Administrator to strengthen CEO, delegations pointed out that the lack of follow-up on this point unavoidably limited CEO capacity to implement fully its work plan and affected accountability. Several delegations reiterated their position on the need to strengthen CEO staffing,

albeit recognizing overall financial resource constraints. In that connection, several delegations considered that the CEO work plan was ambitious and its priorities should be reviewed and such cost-effective approaches as joint evaluations with other partners within and outside the United Nations system, including donors, be considered in order to disseminate results and methodologies. One delegation suggested focusing on such corporate concerns as the programme approach and national execution. Another requested clarification on the criteria used for the thematic and geographical allocations under the first objective of the work plan and on the use and impact of Special Programme Resources (SPRs).

303. In response, the Director, CEO, expressed appreciation for the interest and support for the work of CEO. He provided additional information on the dissemination of evaluation reports; quality control of project evaluation in collaboration with Regional Bureaux; the use of data; indicators for country programme evaluations; the scope and scale of the CEO work programme and his dilemma in setting priorities in a context of limited resources (human and financial) versus increased demand; the concept of joint evaluations; and the use of SPR.

304. The Committee took note of the report of the Administrator and subsequently recommended that the Governing Council approve the draft decision contained in document DP/1993/SCPM/L.3/Add.8/Rev.1.

CHAPTER VII. PROGRAMME MANAGEMENT ISSUES, INCLUDING DECENTRALIZATION AND THE COUNTRY PROGRAMME APPROACH

305. The Assistant Administrator presented document DP/1993/24. Discussion followed on the programme approach and guiding principles, the programme support document, decentralization and mid-term review and monitoring.

306. Several delegations expressed their satisfaction with the discussion, which had provided an opportunity to exchange ideas among themselves and with the Administration. They looked forward to similar discussions at future meetings of the Standing Committee.

Programme approach and Programme Support Document

307. A draft of the Guiding Principles for the Programme Approach was presented to Governments at an informal session of the Governing Council in September 1992. Delegations that inquired about the delay in the distribution of the Guiding Principles were informed that they had now been circulated to all UNDP offices. The Programme Support Document (PSD) would similarly be distributed shortly to all offices. The need to incorporate feedback from the specialized agencies was given as the main reason for the delay.

308. Questions were raised about the nature of the PSD. Inquiries were also made about national programme managers and their relationship with UNDP.

309. It was explained that the PSD represents the attempt of UNDP to respond to General Assembly resolution 44/211 of 22 December 1989, which contained calls for more programme-oriented mechanisms.

310. The Committee was informed that the focus of the new country programme was on the overall support needed to develop and implement three or four national programmes. It conveyed in broad terms the totality of UNDP cooperation proposed for the period covered, normally five years. The PSD was the instrument, formulated subsequently, to justify and present in detail UNDP support to each of the three or four programmes. It explained why UNDP, in accordance with its mandate, was involved and what it would be doing in terms of capacity-building. It contained indicators of success and financial information by output and inputs. The PSD was designed to be a flexible document and it would be introduced shortly.

311. Regarding national programme managers, it was explained that the programme approach worked only if it was adopted at the national level with commitment on the part of the national authorities. Similarly, the programme manager had to be a national if ownership and sustainability were to be goals. UNDP might provide logistic support and expertise to assist managers to carry out their task efficiently.

312. Some delegations felt that the country programmes still did not fully reflect the programme approach. In response, it was explained that the new format for country programmes had to be introduced in early 1991 before agreement had been reached on what exactly constituted the programme approach. For the sixth programming cycle, the format of the country programme would be brought in line with the programme approach.

313. Referring to paragraph 15, and to the omission of a country that, as pointed out by one delegation, had been applying the programme approach, it was explained that the list presented in the paragraph was not exhaustive.

314. There was agreement that the terminology used in the context of programming was not always clear or even precisely defined: in particular, the word "programme" was used to refer to several different concepts. Several delegations preferred to keep the term "country programme" rather than to replace it with "UNDP country strategy".

Decentralization and coordination

315. The issue of decentralization and the financial delegation of authority to the field was addressed by the Committee. The work done in that regard by the Administrator was commended by several delegations. In addition, specific queries were made as to the actual extent of financial delegation referred to in the report. While it was stated in paragraph 19 that the Resident Representative had financial approval authority up to $1 million, it was stated in paragraph 20 (a) that delegation to the Resident Representative is at the discretion of the Director of the Regional Bureau. Furthermore, delegations inquired whether the $1 million level existed for all projects, irrespective of the size of the programme, and whether further decentralization was contemplated.

316. In reply to the points raised, the Assistant Administrator confirmed that the financial level of approval delegated to the Resident Representative was $1 million for all projects, irrespective of the size of the country programme. From $1 million to $3 million, the approval by the Resident Representative is at the discretion of the Regional Bureau Director, subject to the necessary capacities (such as adjusted work planning, monitoring and reporting procedures) being in place at the country level. Furthermore, Resident Representatives may be delegated authority to approve individual components (i.e., projects) above the $3 million level in the context of support to programmes that have been cleared by the Action Committee.

317. Additional clarifications made in relation to queries by delegations related to the Administrator's intention to strengthen national expertise as a strategy for empowering field staff capacity (para 24. (a)); to the introduction of monitoring and financial systems to facilitate the decentralization of both programme and financial authority; and to the emphasis on introducing substantive indicators for monitoring country office programme quality. Finally, the Assistant Administrator described how the enhanced Division Chief concept was being progressively applied through increased consultation and teamwork between headquarters and the country offices.

318. Concern was raised about the need to reinforce field offices substantively and to strengthen national personnel involved in national execution. On the other hand, it was observed that staff numbers were in most cases sufficient; indeed, some delegations queried whether some field offices might not be overstaffed. The Assistant Administrator replied that it was rather a question of having the right staff profile and prioritizing functions. To that effect, he stated that good, substantive Professional staff were in the field offices and that local expertise was increasingly drawn upon. It was not feasible to have technical expertise in every field, but experts could be brought in to appraise and evaluate programme support.

319. Some delegations also expressed concern about the lack of resources available to the resident coordinator and asked whether indeed any resources were at the disposal of the resident coordinator for coordination purposes. In answer to the inquiry, it was explained that the resident coordinator as such had no budget to support the tasks and functions of the post.

Mid-term review and monitoring

320. Some delegations observed that evaluation and reporting on earlier projects were often not adequately reflected in the country programmes. Past experience, tangible results and successes were not always well documented. There was a general concern that more emphasis should be placed on monitoring and evaluation. It was suggested that, if Professional staff in field offices delegated administrative tasks to national counterparts, they could do more monitoring and evaluation of projects and programmes.

321. Concerning mid-term reviews, some delegations inquired about the process and the selection of the programmes to be reviewed. It was explained that the mid-term review was the occasion to assess how UNDP was trying to meet the objectives of the current cycle. A tentative schedule (DP/1993/6) had been considered by the Governing Council in February 1993; it would be updated in

early 1994. In February 1994, based on its consideration of the first reviews, the Council would determine the basis for selection of the individual reviews it wished to see in future.

322. Efforts would be made to include more explicit success indicators in the country programmes. However, it was not easy at the time of preparing the country programme to determine the specific contribution of UNDP. Those details would be included in the programme support documents formulated subsequently.

323. The Central Evaluation Office (CEO) had worked on the question of evaluating the UNDP contribution to country programmes. A substantive presentation on monitoring and evaluation constituted a separate subject of discussion at the current session of the Governing Council.

CHAPTER VIII. FUTURE PROGRAMME OF WORK, INCLUDING FIELD VISITS TO TAKE PLACE IN THE SECOND HALF OF 1993

324. With regard to its future programme of work, the Committee decided to reconfirm the position reflected in paragraph 36 of document DP/1993/SCPM/L.1/Add.6 as its programme of work for the remainder of 1993 and 1994.

CHAPTER IX. ADOPTION OF THE REPORT OF THE STANDING COMMITTEE FOR PROGRAMME MATTERS TO THE GOVERNING COUNCIL

325. At its twenty-third meeting, the Standing Committee adopted its report on its in-sessional meeting held during the fortieth session of the Governing Council, 1-18 June 1993.

CHAPTER X. RECOMMENDATIONS OF THE STANDING COMMITTEE FOR PROGRAMME MATTERS

326. Following its consideration of the items before it, the Standing Committee recommended that the Governing Council adopt the following draft decisions:

DRAFT DECISION I

United Nations Development Programme

Country, intercountry and global programmes

I

The Governing Council

Approves the following country programmes:

Africa	
Fifth country programme for Benin	DP/CP/BEN/5
Fifth country programme for Burundi	DP/CP/BDI/5
Fifth country programme for Côte d'Ivoire	DP/CP/IVC/5
Fourth country programme for Equatorial Guinea	DP/CP/EQG/4
Fifth country programme for Gabon	DP/CP/GAB/5
Fourth country programme for Guinea-Bissau	DP/CP/GBS/4
Fifth country programme for Mauritius	DP/CP/MAR/5
Fourth country programme for Mozambique and Corr.1	DP/CP/MOZ/4
First country programme for Namibia	DP/CP/NAM/1
Fifth country programme for Sierra Leone	DP/CP/SIL/5
Asia and the Pacific	
First country programme for Marshall Islands	DP/CP/MAS/1
First country programme for Micronesia	DP/CP/MIC/1
Fifth country programme for Mongolia	DP/CP/MON/5
First country programme for Pacific Multi-Islands	DP/CP/PMI/1
Fifth country programme for Pakistan	DP/CP/PAK/5
First country programme for Palau	DP/CP/PLU/1
Fifth country programme for the Philippines	DP/CP/PHI/5
Fifth country programme for the Republic of Korea	DP/CP/ROK/5
Third country programme for Vanuatu	DP/CP/VAN/3
Arab States	
Fifth country programme for Bahrain	DP/CP/BAH/5
Fifth country programme for Kuwait and Corr.1	DP/CP/KUW/5
Fifth country programme for Libyan Arab Jamahiriya	DP/CP/LIB/5
Third country programme for Qatar and Corr.1	DP/CP/QAT/3

Latin America and the Caribbean

El Salvador DP/CP/ELS/5

Saint Helena DP/CP/STH/2

II

Approves the fifth country programme for the United Republic of Tanzania on the understanding that the Administrator will submit a report to the Governing Council at its forty-first session (1994) on the advancement of the programme in the light of comments made by the Standing Committee for Programme Matters at its in-session meeting held during the fortieth session of the Council;

III

Approves the fourth country programme for the Sudan with the understanding that the activities as proposed: (a) will have a primary focus on food security and sustainable rural agriculture development; and (b) will be subject to a policy review, after one year, of the impact of the overall enabling environment of the country on the implementation of the programme, bearing in mind the report of the Standing Committee on Programme Matters;

IV

Endorses the recommendation of the Administrator contained in document DP/1993/62 to continue the fifth country programme for Malawi maintaining the sharp focus on human development through poverty alleviation while at the same time actively encouraging and facilitating the process of political change and its contribution to the achievement of the programme goals. Should the required complementary assistance mentioned in the Administrator's report not materialize, the Committee recommended that the Administrator bring the matter again to the attention of the Governing Council;

V

Approves the amendments to the fifth country programme for Rwanda contained in the report of the Administrator (DP/1993/64);

VI

Takes note of the oral report on assistance to Cambodia;

VII

Approves the extension by one year of the following country programmes:

Africa

Angola DP/CP/ANG/2/EXTENSION II

Congo DP/CP/PRC/3/EXTENSION II

Kenya	DP/CP/KEN/5/EXTENSION II
Madagascar	DP/CP/MAG/4/EXTENSION II
Togo	DP/CP/TOG/4/EXTENSION II
Zaire	DP/CP/ZAI/4/EXTENSION II
Europe and the Commonwealth of Independent States	
Albania	DP/CP/ALB/3/EXTENSION II
Latin America and the Caribbean	
Aruba	DP/CP/ARU/1/EXTENSION II
Bahamas	DP/CP/BHA/2/EXTENSION II
Barbados	DP/CP/BAR/4/EXTENSION II
British Virgin Islands	DP/CP/BVI/2/EXTENSION II
Guyana	DP/CP/GUY/4/EXTENSION II
Netherlands Antilles	DP/CP/NAN/2/EXTENSION II
Suriname	DP/CP/SUR/3/EXTENSION II
Trinidad and Tobago	DP/CP/TRI/4/EXTENSION II

VIII

Takes note of the Administrator's intention to continue to approve projects in Iraq on a case-by-case basis;

IX

Takes note of the report of the Administrator on programme management issues, including decentralization and the programme approach (DP/1993/24).

United Nations Population Fund

The Governing Council

1. Approves the following country programmes:

Sub-Saharan Africa

Central African Republic	DP/FPA/CP/126
Côte d'Ivoire	DP/FPA/CP/131

/...

Ethiopia	DP/FPA/CP/132
Guinea-Bissau	DP/FPA/CP/124
Madagascar	DP/FPA/CP/121
Mali	DP/FPA/CP/130
Sao Tome and Principe	DP/FPA/CP/125
Sierra Leone	DP/FPA/CP/122
Uganda	DP/FPA/CP/128
Asia and the Pacific	
Lao People's Democratic Republic	DP/FPA/CP/120
Pakistan	DP/FPA/CP/134
Latin America and the Caribbean	
Colombia	DP/FPA/CP/123
Guatemala	DP/FPA/CP/133

2. Approves the second country programme for Equatorial Guinea (DP/FPA/CP/129) with the provision that the Executive Director shall present an interim report to the Council at its forty-first session on the implementation of the country programme;

3. Approves the third country programme for Rwanda (DP/FPA/CP/127) with the provision that the Executive Director shall present an interim report to the Council at its forty-first session on the implementation of the country programme as well as on the impact which the evolution of the general context of the country may have on the implementation of the programme.

DRAFT DECISION II

Assistance to Myanmar

The Governing Council,

Noting the report of the Administrator (DP/1993/60) on the actions taken on its decision 92/26 of 26 May 1992 and containing his recommendations for future programming of assistance to Myanmar,

Also noting with satisfaction the report of the detailed review of the fifth country programme for Myanmar and the recommendations of the evaluation mission,

Recognizing that there are critical humanitarian and basic human development needs of all the people of Myanmar at the community level which require focused external assistance and continuation of United Nations Development Programme assistance at an operationally cost-effective level, which should be made available for the benefit of all peoples of Myanmar,

Noting the recommendation of the Administrator for a release of funds from the fifth cycle indicative planning figure allocations for Myanmar for programmes during a two-and-one-half year period, July 1993 to December 1995,

1. Commends the Administrator for the speedy and full implementation of decision 92/26;

2. Decides that, until a country programme for Myanmar is considered at an appropriate time, all future assistance from the United Nations Development Programme and related funds to Myanmar should be clearly targeted towards programmes having grass-roots-level impact in a sustainable manner, as called for in the aforesaid decision 92/26 particularly in the areas of primary health care, the environment, HIV/AIDS, training and education and food security;

3. Approves, in conformity with paragraph 2 above, in addition to the amounts released from the reallocation of carried-over fourth cycle resources, and subject to review at its forty-first session (1994), an expenditure of up to $18 million from fifth cycle indicative planning figure allocations for the 18-month period to December 1994;

4. Requests the Administrator to continue to approve assistance to Myanmar on a project-by-project basis and to present to the Governing Council a report on the status of approval and implementation of new projects and recommendations for future programming, for its review at its forty-first session (1994).

DRAFT DECISION III

Evaluation

The Governing Council,

Recalling its decision 92/24 of 26 May 1992 on evaluation,

Also recalling General Assembly resolution 47/199 of 22 December 1992 on the triennial policy review of the operational activities of the United Nations development system and, in particular, paragraph 32 relating to evaluation and monitoring, with its emphasis on output, impact and performance orientation,

Noting the need for the United Nations Development Programme to continue to seek, in cooperation with Governments and United Nations specialized agencies, high levels of efficiency and effectiveness in its activities in national capacity-building and in the delivery of its programmes and projects, through, inter alia, adequate monitoring, reporting and feedback mechanisms,

Also noting the role of the United Nations Development Programme in the coordination of United Nations system evaluation issues through its chairmanship of the Inter-Agency Working Group on Evaluation,

1. Notes with appreciation the report of the Administrator on evaluation (DP/1993/26), the continuing work of the United Nations Development Programme in the area of evaluation and also takes note of the impending issuance of revised and strengthened guidelines for country programme evaluations;

2. Requests the Administrator to include, as a biennial element in his annual report on evaluation to the Governing Council, a statistical and qualitative analysis of evaluation reports, containing, inter alia, a disaggregated analysis indicating the degree and rate of success or failure in programmes and activities by specific sectors, themes, geographic regions and executing agency provided that the volume of data is sufficient to validate the analysis;

3. Requests the Administrator to report in 1994 on the ongoing study referred to in paragraph 34 of document DP/1993/26 and to include in that report actions and proposals aimed at a strategic approach on feedback throughout the United Nations Development Programme, including at the field level;

4. Requests the Administrator to seek to undertake more joint evaluations, where appropriate, with other United Nations organizations and with Member States, in order to encourage the promotion of common evaluation principles and practices;

5. Urges the Administrator, through, inter alia, the Joint Consultative Group on Policy and the Inter-Agency Working Group on Evaluation and the participation of the United Nations Development Programme in the Consultative Committee for Programme and Operational Questions to continue to support coordinated action towards a common system of reporting the degree and rate of success or failure in the achievement of programme and project objectives;

6. Requests that a list of evaluations, when completed, be distributed to members and observers of the Governing Council.

Annex

REVISED TERMS OF REFERENCE: FIELD VISITS (UNDP/UNFPA)

I. PURPOSE OF VISITS

A

1. The visits are to be working missions of the SCPM. With the ultimate objective of improving the quality of UNDP/UNFPA technical cooperation, the aim of the field visits is to provide direct field contacts and information for Governing Council members and to broaden their understanding of field activities. The team shall focus on some programme issues of special relevance to the Governing Council discussions. Issues to be considered could be, for example, in the following areas:

(a) Process of preparing the country programmes and mid-term reviews;

(b) National execution/national capacity-building;

(c) Programme approach;

(d) Relative strengths (comparative advantages), impact and sustainability;

(e) Evaluations and internalization by UNDP of lessons learned;

(f) Decentralization;

(g) United Nations system coordination;

(h) Relevance of Governing Council work and decisions;

(i) Technical cooperation among developing countries;

(j) Other thematic issues, based on the needs and priorities of the countries visited.

2. The Resident Representative shall have the opportunity to suggest additional issues.

B

3. The team shall visit a representative sample of project/programme interventions. Visits to projects outside the capital are strongly encouraged. Among the projects visited in any one field visit, efforts should be made to ensure representative coverage of UNFPA projects. As far as possible, visits to projects of other funds administered by UNDP should also be undertaken. The team may consider splitting up to facilitate these visits.

II. MISSION CONTACTS

A

4. Within the focus established for the field visit, the mission shall meet with a selection of the following representatives:

(a) UNDP and UNFPA field staff at various levels, including a separate meeting with the administrative officer;

(b) Project directors and technical advisers;

(c) Representatives of United Nations specialized agencies and of international/regional finance institutions;

(d) Government ministries responsible for aid coordination, finance, development and planning, as well as relevant sectoral ministries;

(e) Other partners (bilateral aid agencies, non-governmental organizations, etc.).

5. Sufficient time should be allocated for these meetings in order to encourage a thorough dialogue. The clustering of meetings should be considered, if appropriate.

B

6. Some of these meetings can be held without UNDP officials present, according to the wishes of the team.

C

7. In order to concentrate on substantive issues, courtesy and protocol visits shall be kept to a minimum.

III. PARTICIPATION

A

8. The teams shall be of a composition suitable to the purpose of the visits, and normally should include 10 members. Participants should have a basic knowledge and experience of Governing Council work and be actively involved in the ongoing Council discussions.

B

9. Equitable regional representation and access to participation in the visits shall be encouraged by flexible rotation among the potential candidates interested in participating in the field visits. UNDP shall undertake special efforts to ensure this.

C

10. One UNDP/UNFPA headquarters staff member, preferably involved in programme work of the countries visited, may, as appropriate, accompany the team in order to provide general information helpful to the participants' general comprehension and to facilitate organizational and logistical aspects of the visits.

IV. SELECTION OF COUNTRIES, TIMING AND LENGTH OF VISITS

11. The countries to be visited and the timing should be selected by UNDP with the prior agreement of the countries concerned and in close consultation with the SCPM. The dates of each visit should be announced with sufficient notice to the members of the Governing Council, through the members of the Bureau. On the average, the team should spend five working days in each of the two countries visited with the possibility of an additional day for the drafting of the report.

V. PREPARATIONS AND COMMUNICATIONS

A

12. Travel information (e.g., visa requirements and travel itinerary) shall be made available early to the participants by UNDP headquarters.

B

13. UNDP headquarters shall provide to the participants readily available background information from various sources on the countries to be visited (e.g., Socio-economic Monetary and Resource Tables (S.M.A.R.T.) Profiles, statistical information, the synthesis of findings of past field visits as contained in document DP/1993/66, etc.). A copy of these terms of reference shall also be furnished.

C

14. A draft schedule of work should be made available by UNDP to the participants at least two weeks before the beginning of the field visit. There should be a balance between mission contacts and project visits.

D

15. Upon arrival of the team in the respective countries, the field office shall hand over further material consisting of the confirmed country schedule for the visit, a country programme background paper (e.g., aides mémoires), donor profiles, a detailed list of projects and a brief issues paper. Rescheduling of the itinerary shall be kept to a minimum and should be done in consultation with the team members.

VI. REPORTING

A

16. In order to share their findings and experiences in the SCPM, the participants shall write a non-official report, engaging only the members of the team. The report shall aim at stimulating the discussions of the SCPM, with a view to enhancing its contributions for increased effectiveness and efficiency by UNDP.

B

17. The reports shall focus on no more than four main issues, important to the team, and should serve to illustrate wider programme issues rather than country-specific circumstances.

C

18. Appropriate time (at least half a day) and organizational arrangements for the joint drafting of the report during the visits shall be made available. Draft reports should be completed, as far as possible, before the end of the visit.